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Estuary Policy Plan

Oakland, California

June 1999

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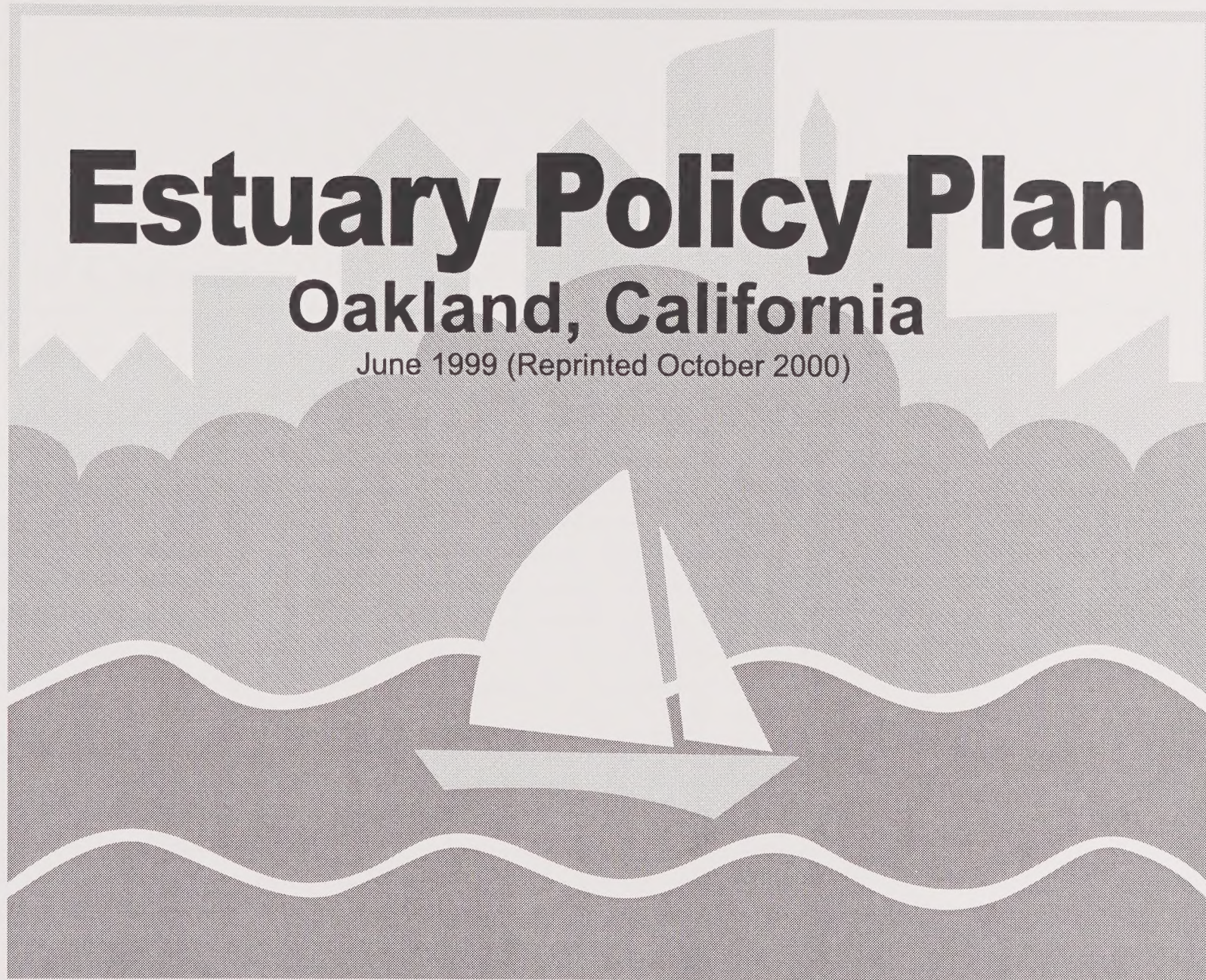
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Estuary Policy Plan

Oakland, California

June 1999 (Reprinted October 2000)



CITY OF OAKLAND



PORT OF OAKLAND

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Executive Summary

As the twenty-first century approaches, national and international trends have created new opportunities for the urban waterfront and its role for the City of Oakland. Recognizing this potential and the strategic nature of the Oakland Estuary, the Port of Oakland and City of Oakland have undertaken the preparation of this plan to reinforce Oakland's identity as a livable city on the bay.

The "Estuary Policy Plan" (Also referred to as the 'Estuary Plan') includes objectives and policies to enhance the future of the area of Oakland between Adeline Street, the Nimitz Freeway, 66th Avenue and the Estuary shoreline. The plan is a result of community concerns first articulated by the League of Women Voters in its award-winning report entitled "The Waterfront: It Touches the World: How Does It Touch Oakland?", subsequently

reinforced by the goals, objectives and policies established by the General Plan Congress in the 1998 update of the Oakland General Plan.

The basic premise of the plan and its preceding efforts is that the Estuary is a resource of citywide and regional significance. This area cannot be viewed as a single-purpose district isolated from the city, but rather as a diverse and multifaceted place that connects the city and the bay.

The Estuary Policy Plan calls for a system of open spaces and shoreline access that provides recreational use opportunities, environmental enhancement, interpretive experiences, visual amenities, and significant gathering places. A series of individual parks, open spaces and shoreline access points, connected by a con-

tinuous landscaped parkway with promenades, bikeways and shoreline trails, is recommended. In addition to enhancing existing facilities, new parks are proposed at the mouth of the Lake Merritt Channel, at the site of the Ninth Avenue Terminal, at Union Point, and within the Jack London District.

Further, the Estuary Plan proposes a variety of uses that strengthen Oakland's position as an urban center, accommodate economic growth, and encourage development that complements the downtown and adjacent neighborhoods.

The plan reinforces the Jack London District as the East Bay's primary dining and entertainment venue, by promoting mixture of retail, dining, entertainment and visitor-serv-

ing uses oriented to significant gathering places and public access areas along the water.

The plan proposes the preservation of industrial areas which are necessary to support Oakland's port, as well as the city's role in food processing, manufacturing and distribution. In addition, the emerging trend toward loft-type residential and off-price retail establishments in the Jack London District is encouraged to continue.

The plan proposes the large-scale transformation of the area from the Lake Merritt Channel to the Ninth Avenue Terminal into a mix of artisan work/live lofts, hotel, cultural and commercial-recreational uses that will complement the planned open spaces and parks along the water.

The plan recommends strengthening the livability of existing and future residential development within the Kennedy Tract, and suggests new opportunities for small-scale office, business and commercial establishments. In certain areas (e.g., around the Con-Agra facility in the San Antonio/Fruitvale District), the plan supports the retention of existing industries, but acknowledges that they may relo-

cate for a variety of reasons. If that occurs, the plan suggests land use priorities for an appropriate transition to new urban development in the future.

The Estuary Policy Plan also proposes significant measures to improve both regional and local access. The proposed circulation system is aimed at reducing the barrier effect of the freeway by improving on and off ramps and by enhancing local vehicular access to inland areas.

The plan recommends creating a continuous landscaped recreational parkway, accommodating pedestrians and bicycles as well as transit and vehicular access, along the entire five-and-a-half-mile length of waterfront, between 66th Avenue and the Jack London District. This parkway would help knit together the diverse parts of the Estuary shoreline, thereby establishing an identity of Oakland as a waterfront city.

The Estuary Policy Plan also emphasizes the need for connection between waterfront uses and inland areas. The plan promotes entertainment-oriented development in the Jack London District, and extending waterfront ac-

tivities along Lower Broadway, toward the downtown. At the same time, development of the area between Estuary Park and the Ninth Avenue Terminal will create a significant place for Oaklanders to gather for events, and achieve a long-held objective of connecting the Estuary to the Lake Merritt Channel, Lake Merritt, and inland neighborhoods.

Redevelopment at Embarcadero Cove is planned to create additional windows to the Estuary. A new park at Union Point and improvements to the shoreline should create a new focus along the water for Brooklyn Basin, San Antonio, Fruitvale, Central East Oakland, and other inland neighborhoods. Extension of the Martin Luther King, Jr. Regional Shoreline westward to High Street will also provide open space opportunities for East Oakland residents and visitors to enjoy the environment of San Leandro Bay.

Finally, the Estuary Policy Plan recommends some critical first steps in implementing the plan and achieving the vision. It identifies what is necessary to move on to the next level of action.

In total, the Estuary Policy Plan is a waypoint in a community-wide dialogue that has been underway for many years. It follows up on ideas that were first presented several decades ago; more recently reinforced by the League of Women Voters and the Oakland General Plan. It is both a recognition of the importance of this unique asset to Oakland, and a long-range vision of the Estuary's potential.

At the same time, the plan initiates a series of steps that can achieve the vision. By beginning now, and working hard, Oakland can enhance the waterfront, fulfill its unmet potential, and reclaim its role as a true waterfront city.

I Background



The 5.5-mile long Estuary Planning Area extends from Adeline Street on the west to 66th Avenue on the east.

Introduction

In 1996, the Port of Oakland and the City of Oakland embarked on an unprecedented cooperative effort to develop the first plan in Oakland's history focused specifically on the Estuary shoreline (Figure I-1). The *Estuary Policy Plan* represents an effort conducted over a period of approximately 18 months to prepare a plan for 5 1/2 miles of urban waterfront within the heart of the city and port.

This effort encompassed a planning area extending from Adeline Street to 66th Avenue, including all of the lands on the water side of I-880 within Port and City jurisdiction. The study area touches many of the city's neighborhoods as well as downtown, and is bracketed at the ends by Oakland's airport and seaport (Figure I-2).

Oakland can claim the most extensive and diverse bay shoreline of any community in the region. Yet, for many, the experience of the Oakland waterfront is fragmented—limited to specific areas, such as the highly visible shipping terminals or the commercial activities and special events at Jack London Square. Although its shoreline extends for 19 miles along the edge of the city, Oakland is more often viewed as an inland gateway at the hub of multiple rail and highway corridors than as a waterfront city.

STUDY HISTORY

In recent years, community interest in the waterfront has increasingly focused a desire for improved public access, environmental quality, civic image and identity, recreation, and other publicly oriented activities.

In the early 1990s, public dialogue about Oakland's waterfront began with the update of the *Open Space, Conservation and Recreation Element* of the Oakland General Plan. At about the same time, the League of Women Voters published a report, *"The Waterfront. It Touches the World; How Does it Touch Oakland?"* (June 1993), which focused on the waterfront. The report strongly promoted Oakland's identity as a waterfront city. This report became a call to action for waterfront advocates and the community at large.

The efforts of the League of Women Voters spawned the Waterfront Coalition, a grassroots citizens organization that, in turn, sparked even broader interest and support for waterfront revitalization. In 1995, a charrette was sponsored by the Port and the City to help formu-



FIGURE I-1: **Regional Context**

late a vision for the waterfront that would, in turn, provide additional policy support.

At the time, the Oakland General Plan was being updated, overseen by a community-wide advisory committee known as the General Plan Congress. A Waterfront Subcommittee of the General Plan Congress was formed. In 1996 the General Plan Congress published its draft Goals, Objectives and Policies report for the entire waterfront area. The policies recognized the waterfront as having untapped potential for redevelopment, publicly oriented activities, and enhanced public access. One of these policies specified the need for more detailed study and planning in the Estuary portion of the waterfront.

Hence, the Oakland Estuary Policy Plan.

The Estuary Plan project has been undertaken as a joint effort by the Port of Oakland and the City of Oakland. The plan incorporates comments and input from other public agencies, including the Bay Conservation and Development Commission (BCDC), East Bay Regional Parks District (EBRPD), the Trust for Public Lands, the City of Oakland Life Enrichment Agency—Parks, Recreation and

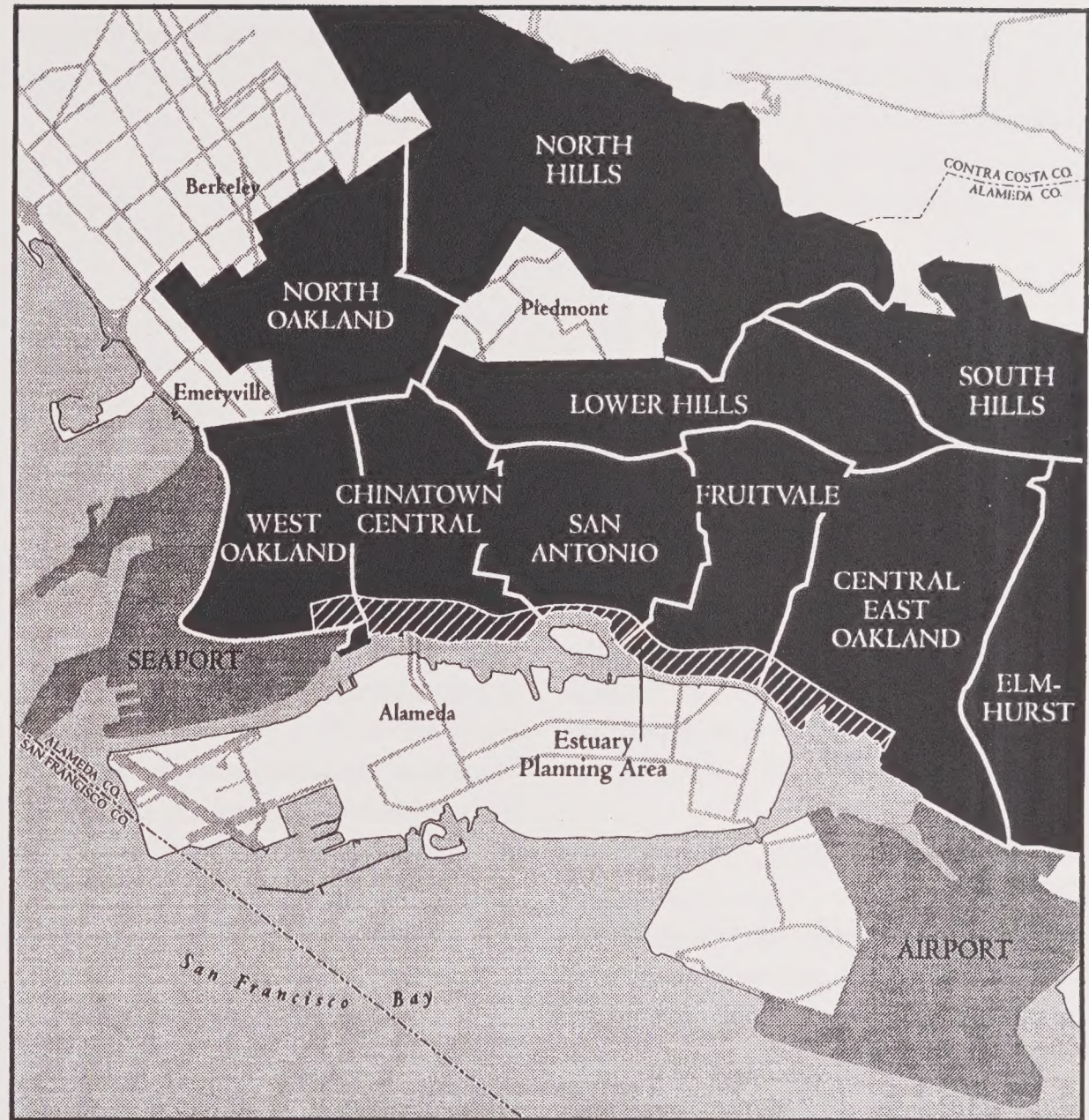


FIGURE I-2: Oakland Neighborhoods Adjacent to the Estuary

Cultural Services, and the Oakland Museum. Draft concepts and recommendations were presented to the City-Port Liaison Committee, the City Planning Commission, and the Board of Port Commissioners.

Guidance, input, and direction in the planning process were also provided by the Estuary Advisory Committee, a diverse group representing a broad spectrum of community interests. The advisory group was facilitated by the nonprofit organization Oakland Sharing the Vision. This group also helped organize the community involvement process. Members of the Advisory Committee committed significant energy and effort to shaping the planning effort. They met nine times in public sessions, and hosted a public workshop with consultants and staff.

To assist in preparing the draft of the Estuary Plan, the Port and City engaged a team of consultants led by ROMA Design Group. ROMA served as the lead firm, directing the efforts of an Oakland-based team of consultants, including Hansen/Murakami/Eshima, associated architects; Hausrath Economics Group, urban economists; Gabriel-Roche, Inc., public participation and transportation; Korve Engineer-

ing, traffic engineering; as well as numerous others offering expertise in specialized technical areas.

PURPOSE & ROLE OF THE PLAN

The Estuary Policy Plan has been prepared in an attempt to address issues and concerns that have arisen related to continuity and accessibility of the shoreline, the quality and character of new development, and the relationship of the shoreline with surrounding districts and neighborhoods. More specifically, the plan builds upon the goals for the waterfront prepared by the General Plan Congress. The goals are summarized as follows:

- ❑ Increase the awareness of the waterfront throughout the city and region, and maximize the benefit of Oakland's waterfront for the people of the city.
- ❑ Promote the diversity of the waterfront by providing opportunities for new parks, recreation, and open space; cultural, educational and entertainment experiences; and new or revitalized retail, commercial and residential development.

- ❑ Enhance and promote the city's waterfront for the economic benefit of the community, with emphasis on Oakland's position as a leading West Coast maritime terminal and a primary Bay Area passenger and cargo airport.

- ❑ Connect the waterfront to the rest of the city, with emphasis on linking the adjacent neighborhoods and downtown directly to the waterfront, reducing physical barriers and the perception of isolation from the water's edge, and improving public access to and along the waterfront.

- ❑ Preserve and enhance the existing natural areas along the waterfront.

The Estuary Policy Plan is intended to be incorporated into the General Plan, which includes elements regarding Land Use & Transportation, Open Space, Conservation & Recreation (OSCAR), Historic Preservation, Housing, Noise and Safety.

Compared to the General Plan, the Estuary Policy Plan has a more focused geographic scope, and is therefore more specific in nature. In addition to policy recommendations that



FIGURE I-3: Planning Area Districts

will be integrated into the General Plan, a companion document, the *Estuary Plan Implementation Guide*, will be prepared. The Implementation Guide will identify specific steps to be undertaken to implement the recommendations of the *Estuary Policy Plan*. These include detailed strategies and work programs to create and implement projects, site design and development standards, funding and institutional strategies, and other administrative steps necessary to carry out the *Estuary Policy Plan*.

Plan recommendations will also be reflected in the Oakland *Waterfront Public Access Plan*, which will identify public access opportunities for the entire Oakland waterfront. The *Estuary Policy Plan* may also serve as a basis for revisions and amendments to the BCDC *San Francisco Bay Area Seaport Plan*, plans for the regional San Francisco Bay Trail, and planning documents prepared by other regional agencies, such as the Association of Bay Area Governments (ABAG), the Metropolitan Transportation Commission (MTC), East Bay Municipal Utilities District (EBMUD)

and the East Bay Regional Parks District (EBRPD).

PLAN ORGANIZATION

The *Estuary Policy Plan* presents recommendations related to land use, development, urban design, shoreline access, public spaces, regional circulation, and local street improvements for the entire waterfront and individual districts within it.

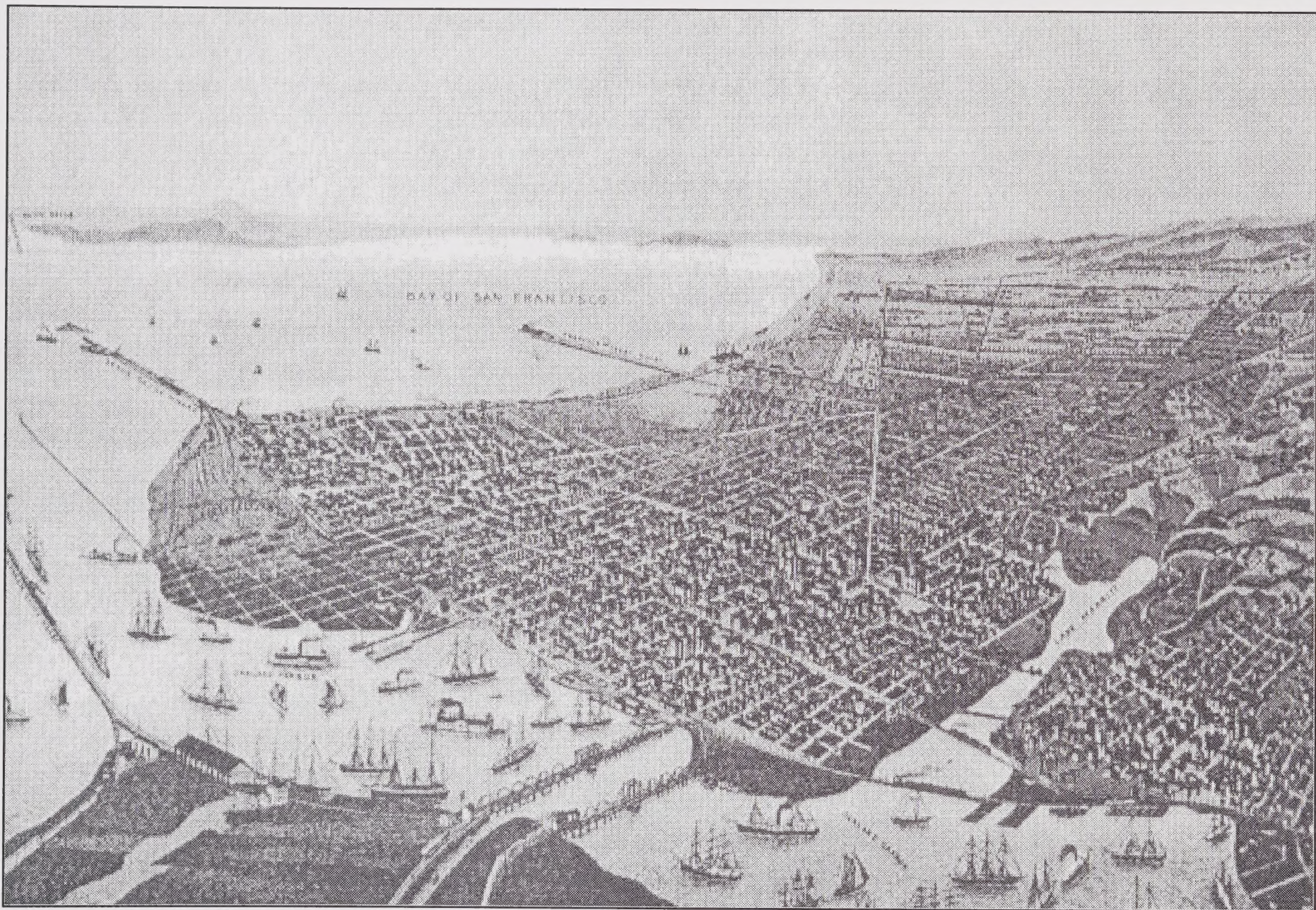
Section I includes all of the introductory elements, which provide an overview and summary of the planning process, the planning area and surrounding context, major plan concepts and recommendations.

Issues to be resolved, opportunities to improve the situation and objectives to be realized are described in *Section II* of the plan. They are organized by functional topics: Land Use, Shoreline Access, Public Spaces, Regional Circulation, and Local Street Improvements.

Section III of the plan recommends policies for each of the three districts within the Estuary planning area. As shown in Figure I-3, these districts include:

- ❑ ‘Jack London District’, extending from Adeline Street to Oak Street;
- ❑ ‘Oak-to-Ninth Avenue District’, from Oak Street to the Ninth Avenue Marine Terminal; and
- ❑ ‘San Antonio/Fruitvale District’, from 9th Avenue to 66th Avenue.

Section IV of the plan, entitled “*Moving Forward*”, describes the next steps in implementing the Policy Plan. It identifies the critical activities necessary to sanction the plan, gives decision-makers and staff direction to begin to implement the plan, and establishes the regulatory controls necessary to insure compliance with it.



Oakland's harbor circa 1882, at the present-day Jack London Waterfront, supported a diverse range of maritime and commercial activities.

The Estuary Shoreline

Oakland, California has a waterfront.

In Oakland, the shoreline of San Francisco Bay extends 19 miles, from San Leandro Bay to the Oakland-San Francisco Bay Bridge. At its northern end, the shoreline is dominated by the Port of Oakland's marine terminals. At the southern end lies Oakland International Airport. Between the seaport and the airport is the five-and-a-half-mile Estuary shoreline (Figure I-4). The Oakland Estuary is one of California's most diverse shores, encompassing a variety of physical environments and settings, each with its own distinct quality and character.

Today, the Estuary can be viewed as a single community resource that binds together the shorelines of Alameda and Oakland. Compared to other parts of the bay, the Estuary is

more like a river. It is linear in form and contained, rather than open and expansive like the broader bay. It creates an environment that is intimate in scale and character. It frames dramatic views to the San Francisco and Oakland downtown skylines.

The Estuary is an urbanized edge that has developed over a span of more than 100 years of city history. Unlike the hillside areas of the city, this area is intensely developed, with urbanization extending all the way to the water's edge. Very little open space or vegetated area exists, with the notable exceptions of Estuary Park and the Martin Luther King, Jr. (MLK) Regional Shoreline.

Oakland's waterfront figures prominently in the history and life of the city. It is both the birthplace and birthright of what is now a mod-

ern city and national transportation hub. The settlement which became Oakland was first established on the Estuary, at a transshipment point where water-borne goods were off-loaded and transferred to transport and land networks.

Over the years, the waterfront has been dominated by the development of the Port of Oakland. Extensive backland area and rail connections have given the Port the competitive edge needed to become one of the largest container ports on the West Coast. Additionally, the Oakland Airport's central location within the prosperous bay region has made it one of the fastest growing air passenger and cargo facilities in the United States. These two centers support more than 20,000 direct jobs within the region, but they are both land intensive operations that make it difficult for residents to take advantage of the waterfront.

Most of the improvements were made once the City wrested control of the waterfront from the railroads in the early 1900s. The shoreline was extended westerly to the San Francisco incorporated limits following a momentous court case that finally settled the long-standing controversy between the City and the railroads over tidelands.

After that, Oakland experienced a period of city building that brought municipal docks, quays, wharves, and belt line railways to the waterfront.

With the advent of air travel in the late 1920s, the City acquired land for a commercial airport that became the starting point for many history-making transpacific flights. In 1936, the San Francisco-Oakland Bay Bridge was completed, signaling the emergence of the automobile for personal travel; thirteen years later, in 1949, the six-lane Eastshore Freeway (now I-880) was constructed through Oakland.

Following the ship-building years of World War II, Oakland's port facilities shifted to the Outer Harbor, where a good supply of backland could support containerized ship-

ping. This shift in technology proved to be a valuable investment for the City and the Port—one that would establish Oakland's position in the region and West Coast as a major international port of call for the transshipment of goods.

As a result of this growth, Oakland's waterfront has been dramatically transformed through filling, dredging, and shoreline stabilization efforts. The shoreline was once a series of coves, bays, inlets, and tidal marshlands fed by creeks and watercourses from the hills; over time, human activity advanced it incrementally outward into the bay. The Estuary was narrowed by filling and lengthened by dredging until it became a linear tidal canal that connects San Francisco Bay with San Leandro Bay.

At the same time, Oakland residents have long supported the notion of a commercial waterfront. A number of major investments in shoreline and infrastructure improvements were approved, primarily for the purpose of expanding trade and commerce.

In addition to the port facilities, the Estuary has historically served commercial and indus-

trial purposes. In the mid 1800s, the village of San Antonio on San Antonio Creek (now within the incorporated limits of Oakland) supported an active wharf and lumber industry supplied by redwoods from the nearby hills. In what is now Jack London District, early uses included fishing, shipping and maritime commerce, and iron works located along First and Second streets west of Broadway. With the advent of rail access, the Estuary became the terminus for agricultural goods and produce, and agricultural processing facilities, such as Con Agra, were also built.

In recent decades, the industrial and commercial character of the Estuary area have continued to evolve.

In the southern and inland portions of the shoreline (San Antonio, Fruitvale and Central East Oakland areas) business offices and large-scale commercial uses have been developed in what was once a traditional industrial area characterized by manufacturing and agricultural processing. Further to the north and west, in the area now known as Embarcadero Cove, hotels and motels, offices and restaurants have been built along the narrow stretch of shoreline once occupied by marine-related busi-

nesses, and marinas have been built along the water's edge, providing for recreational boating use.

The Ninth Avenue Terminal still remains in use—one of two such maritime facilities east of the Alameda-Oakland Tubes (the other being the Encinal Terminals across the Estuary in Alameda).

The Jack London District is far more commercially oriented than any other portion of the Estuary shoreline, and has seen the greatest amount of change along the waterfront in the past 20 years. The mix of restaurant, retail, theaters, entertainment and office uses has transformed Jack London Square into a primary entertainment venue, and has provided opportunities for Oakland residents and visitors to experience the waterfront.

Furthermore, the development of work/live housing has added to the traditional commercial manufacturing and industrial character of adjacent inland areas, and has helped to establish this inland area as a lively urban mixed-use district.

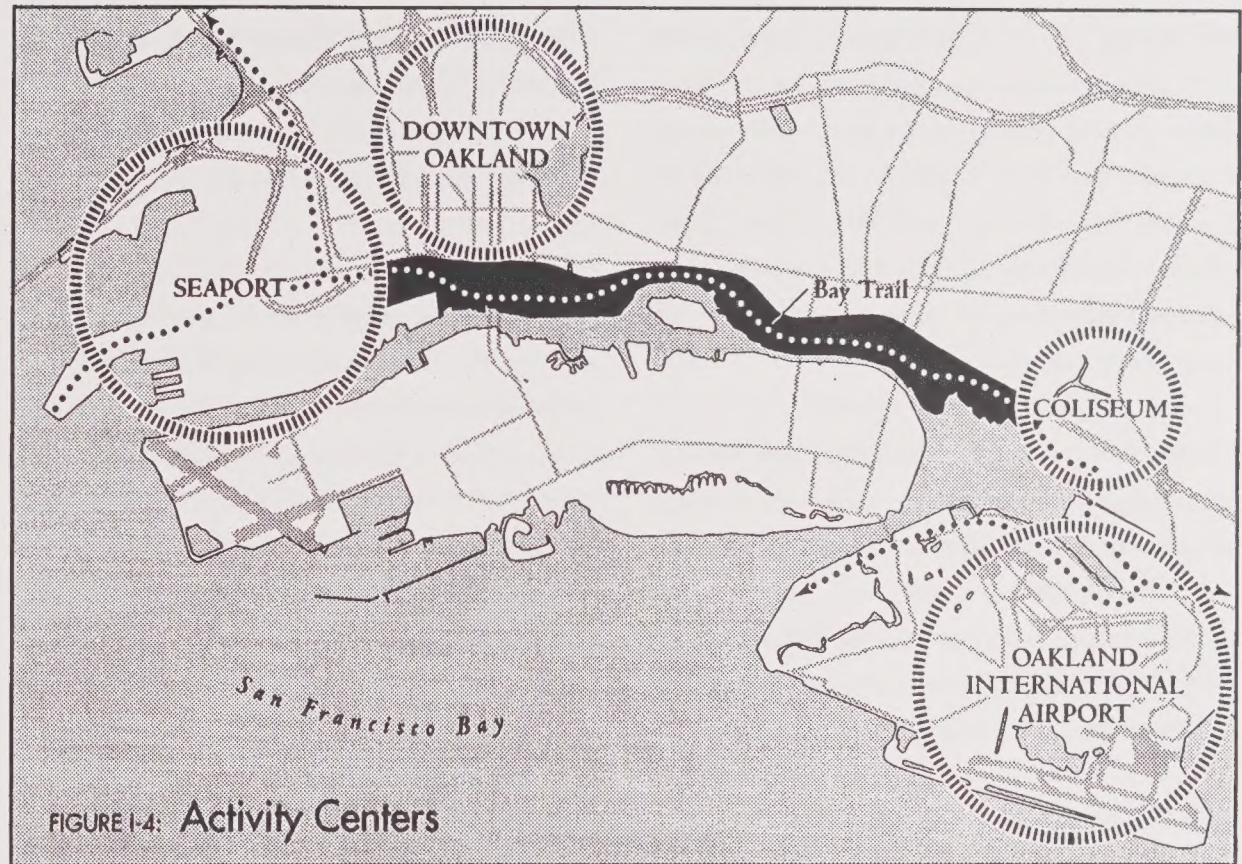


FIGURE I-4: Activity Centers

Throughout the Estuary, development patterns vary. There are large superblocks of industrial land; islands of remnant neighborhoods; the narrow, arching shoreline along the old Brooklyn Basin; and the urban grid that extends from the surrounding city through the Jack London District to the water. Variations in the urban pattern affect the opportunities for connection and infill development. For instance,

the grid pattern of streets and older warehouse buildings within the Jack London District creates an attractive urban scale that is well connected with the surrounding city.

On the other hand, barriers to the water exist in many forms along the Estuary. Interstate 880 is the most obvious of many physical barriers that separate the waterfront from the rest

of the city. At the Lake Merritt Channel, the rail lines, a major sewer line and the overhead freeway combine to create a formidable physical and visual barrier that interrupts the link between Lake Merritt and the Estuary. To the south of the Lake Merritt Channel, the freeway becomes an at-grade facility, and thus an even more imposing barrier.

Major thoroughfares, which traverse the entire length of the city, may lead to the Estuary shore, but often in an unceremonious fashion. Broadway, one of the city's most important streets, terminates in an ambiguous zone of parking, service delivery trucks, and pedestrians in the area south of the Embarcadero.

East of the Lake Merritt Channel, Fifth Avenue crosses under the freeway and changes alignment as it meets the Embarcadero. Other important streets— 16th Avenue, Fruitvale Avenue, High Street, and 29th Avenue/Park Street—enter the Estuary area, and immediately shift alignment or meet difficult intersections, and thus add to the overall sense of disorientation experienced along many portions of the waterfront today.

Throughout the study area, infrastructure and other built facilities are aging. Although there have been some recent transportation improvements (e.g., the Amtrak station at Jack London Square, removal of the Union Pacific tracks on 3rd St.), little investment has been made over the years in ongoing maintenance and repairs. There are many areas of the waterfront where improvements are needed, not so much to expand capacity, but to upgrade conditions. Along the I-880 freeway, which is now nearly 50 years old, substandard conditions exist relative to the spacing of intersections, and seismic improvements are needed. Roads and utilities need to be repaired, and in some areas the shoreline needs to be reinforced.

MULTIPLE JURISDICTIONS

Like most other urban waterfronts, many governmental agencies have jurisdiction within the Estuary area (Figure I-5). The study area includes significant amounts of inland areas, within which the City has jurisdiction and provides regular municipal services. Planning and development within the jurisdiction of the city are subject to typical municipal regulatory review and permitting authority.

Also included in the study area are lands and water within the jurisdiction of the Port of Oakland. The Port is a unique agency of city government, which is given the responsibility by the Oakland City Charter to own, develop and manage lands along the Estuary within the specified area of Port jurisdiction.

In its development role, the Port acts as a landlord; offering sites to lease to the private development community and taking an active role in project development. The Port also has the unique authority to undertake its own land use planning, project planning, and project approval. It reviews and approves building projects on private property within its area of jurisdiction, and undertakes its own environmental review and certification process.

Although the Port manages these lands, it does so “in trust” on behalf of the State of California. Ultimate authority over their use is maintained by the California State Lands Commission under the public trust (aka ‘Tidelands Trust’) doctrine. Tidelands Trust properties are limited to uses that promote maritime trade, transportation and commerce, public recreation and open space.

Port jurisdiction includes a much larger area than Port-owned land within the Tidelands Trust, and includes private as well as public properties.

In addition to the City, the Port and State Lands Commission, the San Francisco Bay Conservation and Development Commission (BCDC) exercises considerable influence over Estuary sites that lie within a 100-foot 'Shoreline Band' that surrounds the entire San Francisco Bay. Within its area of jurisdiction, BCDC insures that development is consistent with the *San Francisco Bay Plan* and the *San Francisco Bay Area Seaport Plan*. Additionally, BCDC reviews and has permit authority over all individual waterfront projects that are developed within the Shoreline Band, to insure that they maximize public access to the Bay and minimize the amount of bay fill that is used.

In addition, other large public property owners within the Estuary area will play a role in the implementation of this Plan. They include Alameda County, the East Bay Municipal Utility District (EBMUD), the East Bay Regional Park District (EBRPD), and a myriad of state agencies with specific functional man-

dates. Also, a number of quasi-public agencies and institutions, including Laney College and the Peralta Community College District, control lands within the Lake Merritt Channel area.

Private land parcels tend to be relatively smaller in size, with the exception of certain industrial sites such as Con Agra and Owens-Brockway. However, some key parcels have been assembled under single ownership and could undergo dramatic changes. Such parcels include those associated with the Produce Market in the Jack London District, Fifth Avenue Point, and Tidewater Business Park.

TRENDS IN MILITARY USE OF THE SHORELINE

From a regional perspective, several current trends will help to shape the future of the Estuary. Perhaps the most significant of these is the changing status of military lands. For over 50 years, much of the shoreline in the Bay Area has been occupied by military uses established at the onset of World War II. Recent downsizing of the armed services has brought about the closure of many bases, amounting

to approximately 10,000 acres within the Bay Area.

In the East Bay, several military bases in Oakland and Alameda have closed; each with its own implications for the region and for the Estuary planning area. For instance, the 125-acre FISC site in Alameda, across the Estuary from Jack London Square, is being pursued as a mixed commercial, office and residential project, which would help to reinforce this part of the Estuary as an activity center.

Within Oakland, the reuse of the Oakland Army Base provides an opportunity to consolidate maritime activities away from the Inner Harbor into the Outer Harbor. Currently, significant portions of the Estuary area are used for maritime support: (e.g. truck and container storage, break-bulk cargo handling, and port-related operations). Locating these activities in areas such as the former army base could not only improve efficiency of operations, but also free up the Estuary shoreline for a variety of uses beneficial to surrounding neighborhoods.

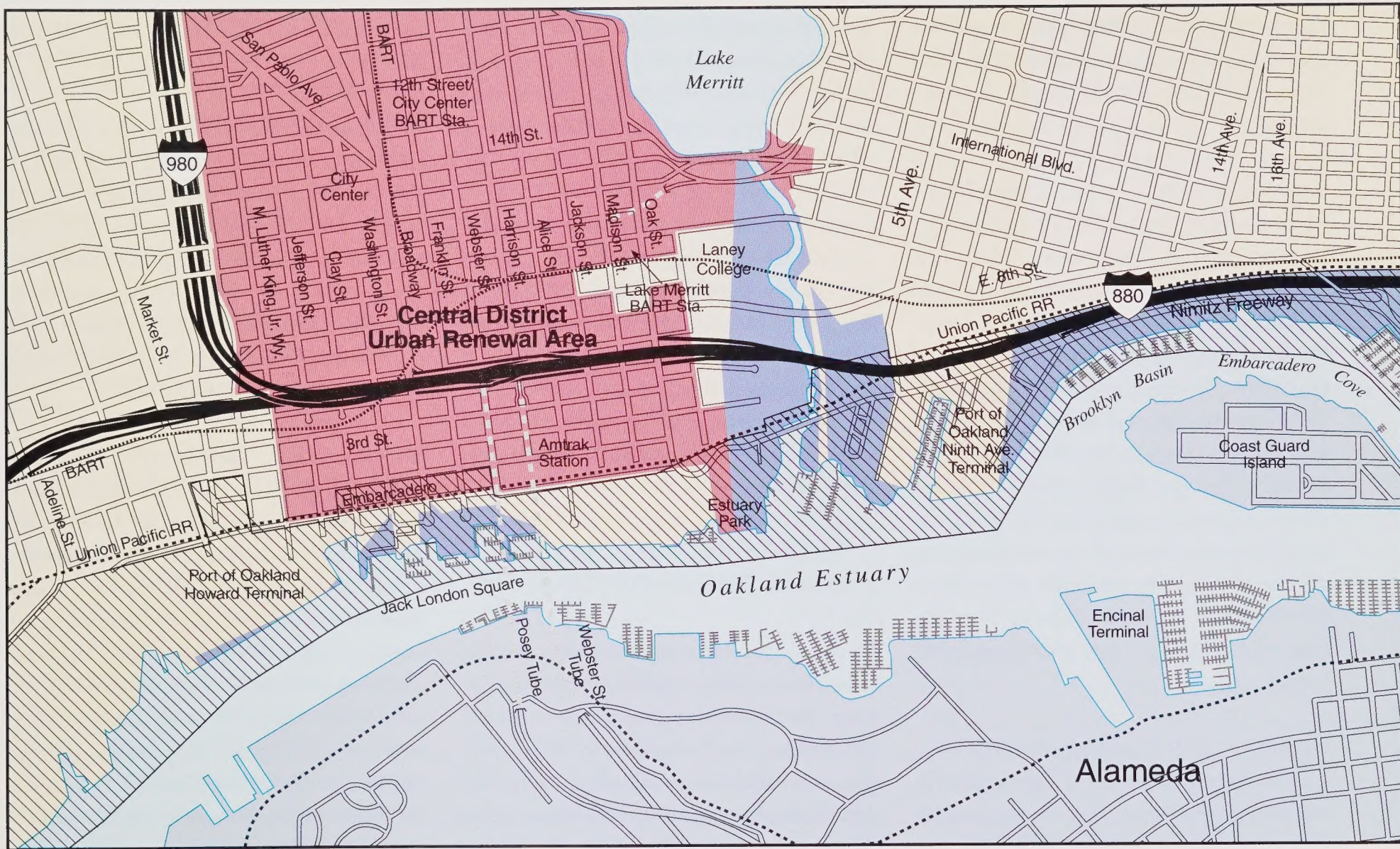
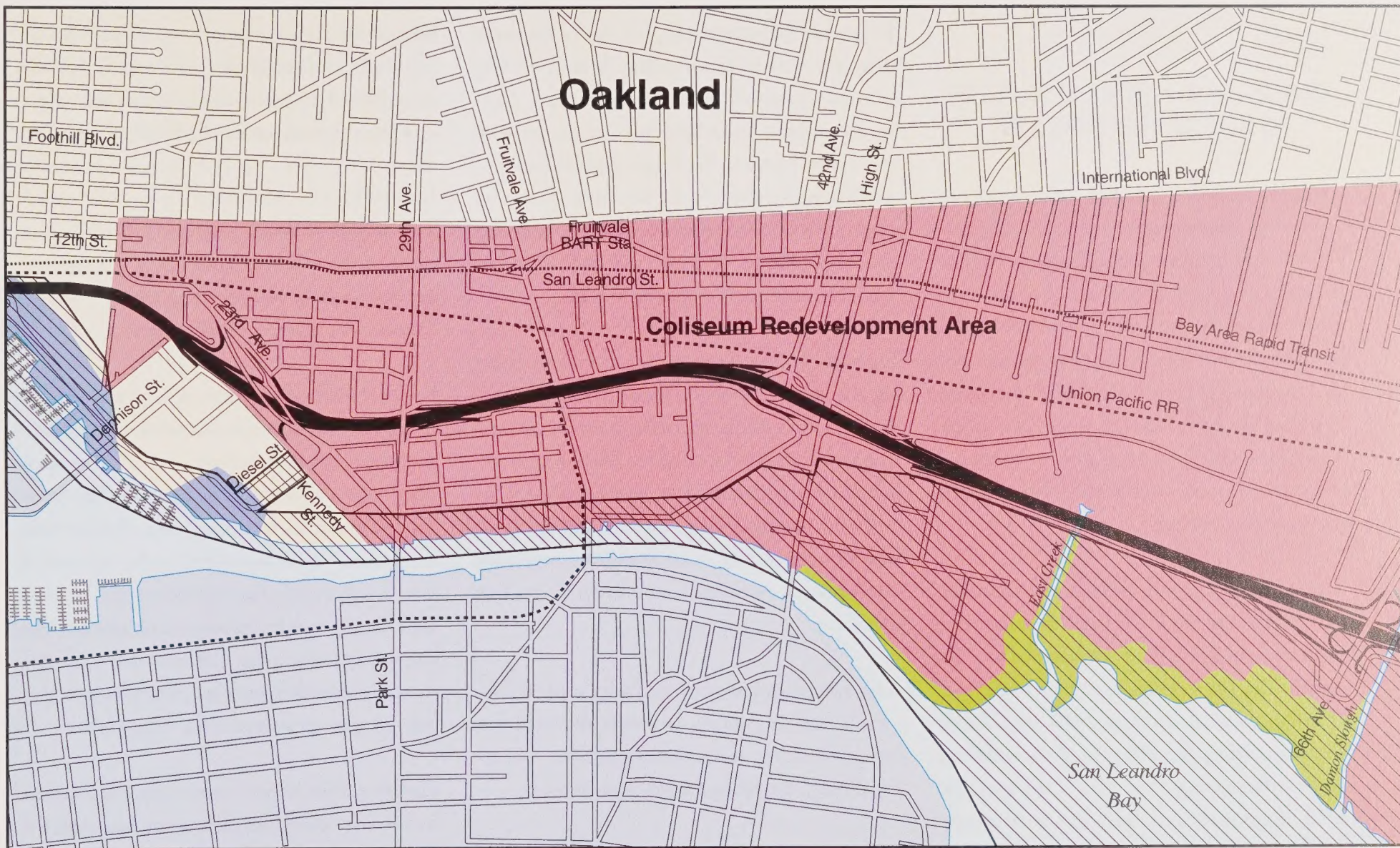


FIGURE I-5: **Jurisdictions**

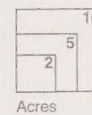




Oakland

Coliseum Redevelopment Area

0 500 1000 1500 2000 feet



EMERGING ROLES FOR THE ESTUARY SHORELINE

Changes in military lands, transportation technology, and the economy of the city provide the opportunity to transform the declining industrial waterfront into one of the city's most vibrant and valuable assets. Already, a number of new roles for the Estuary have begun to emerge. They form the fundamental building blocks for the creation of an urban waterfront which accommodates diverse activities, and which is physically accessible to residents and visitors.

The Estuary area is a unique environment which intrinsically lends itself to active and passive recreation. The shoreline offers opportunities for a wide variety of water-oriented recreational activities, including fishing, viewing, sitting, bicycling, jogging, walking, and birdwatching. The Bay Trail and the MLK Regional Shoreline, in the southern portion of the estuary, contribute greatly to the emerging role of the Estuary as a place for recreation and open space.

As a protected water space, it is one of the most attractive sites within the Bay Region for water-oriented sports, particularly boating. Sailing has an established presence in the estuary, which has become the largest single focus of recreational boating in the Bay Area. There is a long-established tradition of rowing, canoeing and kayaking, all of which are well suited to the calm, smooth waters of the area.

Throughout the Estuary area, urban pioneering is underway, with the introduction of work/live and artist studio spaces into mature industrial and commercial districts. New neighborhoods are being established, and existing neighborhoods are expanding and diversifying. New uses are occupying older buildings, forming idiosyncratic combinations within distinctive districts.

Adjacent to downtown, the Jack London District is evolving into a citywide and regional center for urban recreational pursuits, including dining, shopping and entertainment.

Through the concerted efforts of the Port of Oakland, Jack London Square has also become the city's primary venue for celebrations, parades, races, and major events. The recent addi-

tion of the Jack London Cinema and Yoshi's jazz club to the existing restaurants has also contributed greatly to the attractiveness of the area as an entertainment destination in the East Bay.

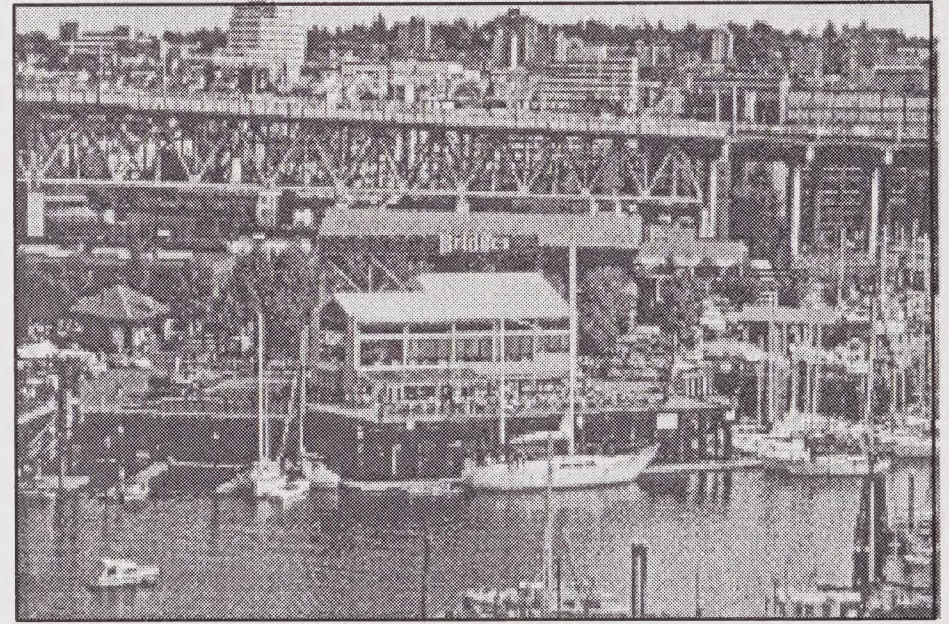
Traditional industry, warehousing and general commercial uses continue to play an important part in maintaining the role of the Estuary as a place of employment.

Both traditional and emerging roles for the estuary area could be further reinforced as transportation projects are undertaken. The projects will create a stronger link between the waterfront and the surrounding city. Recent railroad consolidations resulted in the removal of one set of tracks that transverse the Estuary shoreline. Seismic improvements planned for the I-880 freeway by Caltrans offer the potential to modify existing interchanges and provide greater access to the waterfront.

Finally, public access improvements planned by the Port and City, in conjunction with the City of Alameda, will result in new opportunities for pedestrian and bicycle movement along the shoreline.

This is a unique moment in time for Oakland's waterfront. Guided by a long-range plan and goal for sustainability, livability, and accessibility, revitalization of the waterfront can occur, and the Estuary can become an attractive amenity that adds to the identity and overall livability of the city as a whole.

II Objectives



The Estuary shoreline will support a broad range of land uses and activities.

Land Use

During the past several decades, with the advent of containerized cargo handling facilities and the development of the Inner and Outer harbors at the Port of Oakland, the traditional role of the mid Estuary shoreline as a place for maritime trade, transportation, commerce, and industry has declined. Although the only cargo handling facility remaining in the Estuary planning area is the Ninth Avenue Terminal, a number of industries still remain that were once water related or provided support services for an economic base that has now shifted elsewhere. The closure of large military bases on the waterfront is likely to further the trend toward consolidation of maritime industries to the west, and could open up new market opportunities for the future of the Estuary shoreline.

MARKET TRENDS

Traditional Heavy Manufacturing. As in other urban areas, older heavy industrial uses continue to decline along the waterfront as markets change, facilities become obsolete, and the region expands outward. Existing operations remain because of significant investments in facilities and continued good proximity and access to markets and suppliers. The enclave of food-related businesses in the San Antonio/Fruitvale area is an example where some older operations have remained and newer, more specialized operations have moved in because of the availability of facilities and good proximity to markets. The Owens-Brockway facility is an example of a large production facility with significant capital investment that is likely to remain viable.

Warehouse, Distribution, and Storage. Warehousing, distribution and storage activities are prominent along the waterfront as well as in other industrial areas of Oakland. The seaport, the airport, major freeways, and a central location in the region are the factors supporting the transportation and wholesale trade industries in the planning area. Facilities are generally characterized by large land areas and relatively minimal warehouse structures and docking facilities. While there is a demand for such facilities, the planning area does not offer significant locational advantages over other locations in East Oakland, West Oakland, and elsewhere along the I-880 corridor. Over time, improvements that capitalize on the waterfront location and enhance the attractiveness and value of the planning area for other uses are likely to make the area less desirable for warehouse, distribution and storage activities.

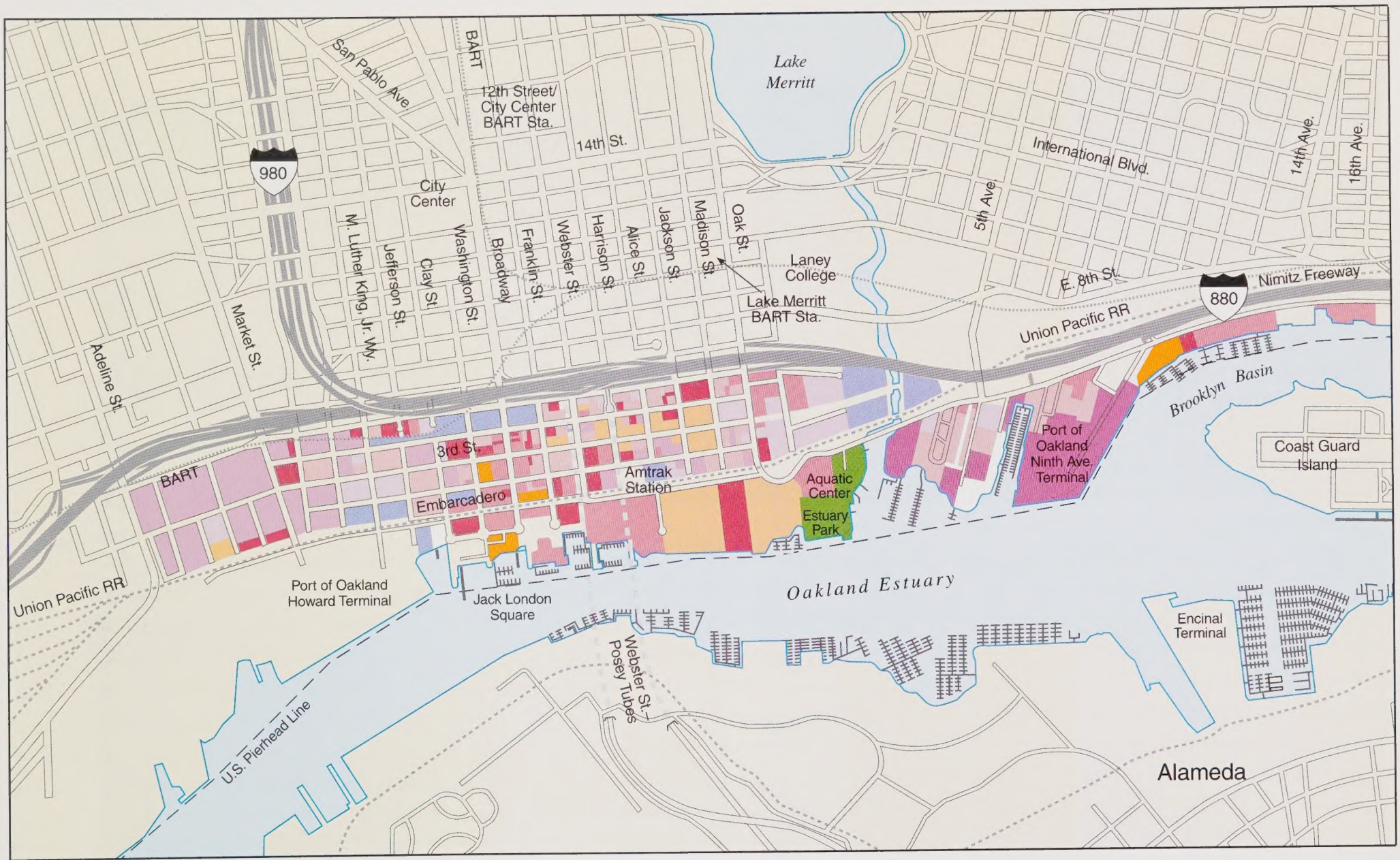
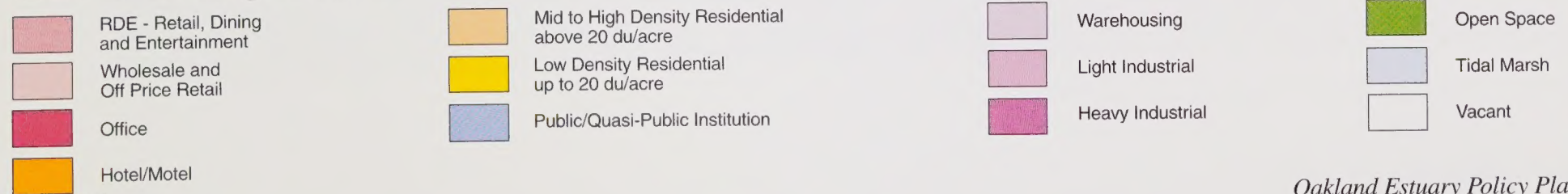
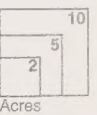


FIGURE II-I: Existing Land Use





0 500 1000 1500 2000 feet



Construction Industry. The construction industry has remained healthy in Oakland. There are a number of construction-related business operations in the planning area. These businesses are there because of the area's central location, freeway accessibility, and available land. Investment in capital facilities is not substantial in most cases. Like the warehouse, distribution and storage uses, the planning area no longer offers significant locational advantages for construction uses, and water access is not as critical. It is likely that, over time, the planning area will become less desirable for such uses.

Wholesale Produce Industry. The wholesale produce industry in Oakland is centered at the Oakland Produce Market in the Jack London District. However, market operations are not expected to remain there over the long term. A recent City study identified that physical conditions of the existing facilities are inadequate for modern, efficient operations, and that the type of modern distribution facility needed cannot be provided at the current location. Eventual relocation of the wholesale produce market will offer opportunities for reuse of the area.

Light Industrial Activities. Within the planning area, there have been some transitions from heavier industrial to lighter industrial uses. Examples of light industrial uses in the area include light manufacturing firms, boat repair and sales operations, artisans, graphics and printing businesses, construction contractors and special trades, and security and business service firms. Most of these types of uses have located in existing older buildings, adapting space as needed, although the stock of large, older buildings is not always well-suited for this market.

There is the potential for future growth of light industrial activities in the planning area. Development of flex-type space that allows businesses with different activities and functions would be desirable, as would improvements to enhance the desirability of older industrial areas by providing some level of amenity, upkeep, and security.

Research and Development. Research and Development (R&D) and various high-technology uses have been expanding in the inner East Bay as growth continues in these sectors throughout the region. Campus-type business park development is desired by many of these

uses. Locations in the planning area with the strongest potential for such development include those offering an attractive, high-amenity environment; good access and proximity to services; a quiet, somewhat contained site area; and a certain critical mass or minimum scale of development.

A waterfront setting, views, recreation facilities, and open space all enhance the marketability for such uses. Although Oakland has not established itself in the R&D market, attributes of portions of the planning area could be competitive.

Office. Office uses have been growing within the planning area. The mix of uses and historical quality of the Jack London District support a less-traditional office niche in close proximity to the Oakland Central Business District (CBD). The area's convenient location and its opportunities for new space, for interesting space in older industrial buildings, and for owner-occupied office space have attracted a wide variety of smaller office tenants, including architects, consultants, media-related firms, and insurance, law, and other professional service firms. The demand for office space is expected to continue to grow.

Lower cost office space in the Embarcadero Cove area has also attracted office uses. That location's relative isolation from other office activities has been offset by a waterfront setting and lower cost space with surface parking.

Commercial. A range of commercial uses and activities exist along the waterfront, and have been increasing in importance over time. Potential exists for increased commercial activity throughout the planning area.

As a destination for dining, entertainment and retail uses, Jack London Square's performance has improved significantly since the early 1990s. Major new attractions (Jack London Cinema, Barnes and Noble, Yoshi's), established restaurants, and numerous special events now bring thousands of people to the area. There is momentum to build on and great potential to strengthen and expand the area as a stronger and desirable destination for retail, dining and entertainment activities.

Additional unique uses and attractions, as well as physical improvements, will be important to create a more inviting "people place" that better capitalizes on its waterfront setting.

Outside of Jack London Square, eating and drinking establishments that take advantage of water views and ambiance are evident, but not plentiful. There is potential for growth of these uses as new development occurs, public access and open space improvements are made, and larger numbers of people are attracted to the waterfront.

Larger scale retail uses also have been successful in the planning area. A mix of retailers offering home furnishings, children's and specialty items, and off-price goods provide a shopping attraction in the Jack London District. Retailers are doing well and sales have been increasing. There is potential to add similar types of retailers nearby. Oakland and the inner East Bay are very underserved in goods retailing.

Good freeway accessibility and visibility, the availability of a large, formerly industrial sites, and a location on a major route (I-880) are key factors in the recent development of a large new retail uses such as the Super K-Mart in the San Antonio/Fruitvale area. Other large retailers (e.g. Arvey's Paper) have located in the more industrial areas of the Jack London District because of freeway accessibility, proxim-

ity to downtown, and the availability of large warehouse buildings. These types of locations in the planning area are likely to remain attractive to larger retail uses.

Hotels/Motels. Hotels and motels in the planning area have been very successful. Lodging in the Embarcadero Cove area offers moderately priced rooms on the waterfront with good freeway accessibility and proximity to the Oakland Airport. Additional hotel development will soon be under construction in that area. Lodging in the Jack London District includes moderately priced hotel/motel units and a full-service hotel at the waterfront. Potential exists for a higher amenity waterfront hotel in the Jack London District. Over time, hotels are a potential use for other waterfront locations, particularly in the Oak -to- Ninth area, after new open space and recreation uses are developed there.

Housing and Work/Live. Residential uses in the planning area range from single-family units in the Kennedy Tract neighborhood to higher density units and loft housing in the Jack London District and work/live units in transitioning industrial areas. The mixed-use character of the planning area makes it attrac-

tive for work/live activities, which are compatible with both the industrial and residential areas. Work/live studios in the older industrial waterfront areas are relatively affordable among such uses in the East Bay, and are attractive to artisans and craftspeople working on the premises as well as to incubator-type businesses. Work/live and loft housing in the more central portions of the Jack London District is more attractive to East Bay artisans and entrepreneurial professionals, and commands higher prices and rents. Throughout the planning area, work/live and loft housing has been developed through the conversion and rehabilitation of older warehouse and industrial buildings.

There is the potential for more work/live uses and housing in the planning area in the future. Improvements that capitalize more on the waterfront location in the San Antonio/Fruitvale District could enhance the attractiveness of that area for additional conversions of existing buildings to work/live activities. The development of new housing in this formerly industrial area would require public investment in infrastructure and amenities, and would need to be done at a scale large enough to create a neighborhood identity.

There also is the potential for additional work/live and loft housing in the Jack London District in the future. There are some opportunities for additional conversions of warehouse buildings to work/live lofts and some opportunities for new construction. Prices and rents in the area will eventually reach levels high enough to cover the costs of newly constructed loft housing and work/live projects. The district's industrial/artistic feel, its mix of uses, and its urban development pattern are important aspects of the area's desirability for urban, nontraditional types of housing.

ISSUES & OPPORTUNITIES

With the decline of its historic industrial, warehousing and commercial uses, there is the opportunity to establish a new role for the Estuary—one that emphasizes a publicly spirited place that is tied more closely to the surrounding neighborhoods and districts.

In the future, successes in certain areas (such as Jack London Square) can be extended, existing residential neighborhoods reinforced, new mixed-use neighborhoods established, viable industries supported, and incompatibilities between heavy industrial uses and residential

neighborhoods mitigated. The new uses can help to strengthen the economy of the city and shape Oakland's identity as a waterfront city an identity that will be a source of pride and enjoyment for residents and visitors for years to come.

More specifically, the Estuary Policy Plan recommends reconfiguring land use patterns along the shoreline, to build upon the following opportunities:

- ❑ *Urban Entertainment and Mixed Uses Extending from the Waterfront to the City Center and Chinatown.* The Jack London District has been established as a regional destination for retail, dining and entertainment, and as a lively mixed-use district. There is now the distinct potential to build on the successes of the area, create a stronger regional destination, and establish activity centers that benefit the city as a whole. The strength of the entertainment/mixed-use segments of the economy offers an opportunity to realize a long-held city objective to connect the waterfront (physically and economically) to downtown Oakland. Intensifying these uses at Jack London Square, and expanding them along the

Broadway Street corridor will realize that objective.

- ❑ *Redevelopment of Declining Commercial and Industrial Areas.* Some portions of the Estuary shoreline are underutilized, due in large part to the decline of the industrial base that historically has dominated the Estuary. Today, the Estuary provides an opportunity area for new uses that contribute to and/or benefit from a waterfront environment. It can also be a valuable resource in fostering nontraditional land uses within existing buildings (such as work/live, artisan studios, incubator, commercial and R&D).

At the same time, these older buildings represent the history of the city. To the extent possible, they should be preserved and adapted to contemporary re-use.

- ❑ *Reuse of the 5th Avenue to 9th Avenue Area.* The possibility of consolidating maritime operations in the Oakland Outer Harbor creates opportunities for a major redevelopment effort in an area extending from the Ninth Avenue Terminal to the mouth of the Lake Merritt Channel. This

area offers the largest single opportunity in Oakland to provide for dramatic, large-scale economic development, plus a main public space at the waterfront.

A system of inter-connected open spaces can connect the Estuary shoreline with Lake Merritt. There is potential to build upon the diverse nature of the shoreline and provide for a variety of water-oriented recreational activities (both passive and active). These recreational uses can be complemented by public-oriented activities, including hotels and restaurants, as well as nonprofit institutions, cultural facilities, and existing artisan studios on private property.

LAND USE OBJECTIVES

Objectives for land use recognize the Estuary as an attractive location for development opportunities and intensification of a variety of activities. They are based on and reinforced by the objectives in the General Plan Elements addressing *Land Use & Transportation* (1998), *Open Space, Conservation & Recreation* (OSCAR; 1996), *Historic Preservation* (1994) and *Housing* (1992).

Objective LU-1: Provide for a broad mixture of activities within the Estuary area.

As the waterfront changes away from industrial, warehousing and maritime support uses, a broader range of new uses should be encouraged that are complementary with the existing uses that remain. Development should build upon the value of the waterfront as a community amenity and attraction.

A variety of uses can contribute in making the Estuary of value to Oakland's community and an attractive regional destination. A balance of uses and activities such as commercial, recreation, and residential - both traditional and non-traditional - will add to a dynamic waterfront. Additionally, innovative mixes of cultural arts, institutions, and events that entice people to experience and enjoy the waterfront in a variety of ways should be included. Measures should be established to protect against incompatibilities between diverse uses.

Objective LU-2: Provide for public activities that are oriented to the water.

The Estuary waterfront should be developed in keeping with the spirit of the public trust,

Objective LU-3: Expand opportunities and enhance the attractiveness of the Estuary as a place to live.

The Estuary has been a place for people to live, with neighborhoods established close to jobs on inland sites. The mix of jobs and housing is characteristic of urban waterfront locations, and provides a precedent for modern day mixed use. It should remain so.

In the future, opportunities to develop housing should be supported in the Estuary study area. An expanded residential population and associated services would support commercial and recreational uses, and over time generate neighborhoods. A larger day and night population would add to the safety and livability of the waterfront. Development should be designed to avoid the feeling of ‘gated’ or private communities.¹

Objective LU-4: Develop the Estuary area in a way that enhances Oakland’s long-term economic development.

The waterfront has historically been, and continues to be, an important place to

promote economic development and employment opportunity in Oakland.

Waterfront locations are attractive areas for businesses and commercial uses. Oakland’s Estuary can accommodate a wide variety of uses which will add to the economic health and well-being of the City. Opportunities range from hotels, restaurants, and entertainment venues to retail, general office space, cultural facilities, and business parks. At the same time, existing commercial and industrial uses that are already established and which also contribute to the City’s tax and employment base should be encouraged to expand. These are all ‘growth industries’, which present the opportunity for Oakland’s residents and business community to receive direct and indirect economic benefits.

Employment opportunities, the tax base, and spin-off activities should expand with the introduction of new waterfront developments. In addition, the tax revenue derived from new development will add to the ability to develop the open space and other amenities which are envisioned.

All of this economic activity will succeed in the Estuary area because of the unique business environment created by the waterfront’s amenities. Strong economic links should be forged between the waterfront and the rest of the City, so that the benefits derived from waterfront development are realized in the Estuary study area and beyond.

Objective LU-5: Provide for the orderly transformation of land uses while acknowledging and respecting cultural and historical resources.

Transformation of the Estuary should take place in an orderly fashion, incrementally, and in consideration of the long-range goals of the city.

The Estuary Policy Plan calls for changes in land use and new development projects that will be implemented over an extended time frame, within the context of a dynamic urban environment. Infill of vacant and underutilized parcels, as well as demolition or buildings adapted for reuse should occur while respecting cultural and historic resources, when applicable.

¹ See Oakland General Plan, Land Use Transportation Element, Policy W9.3.

The waterfront is one of the city's most historic areas. There are several districts, sites and/or buildings of significance, which should be respected, assessed, and preserved, if feasible.²

Objective LU-6: Create greater land use continuity between the Estuary waterfront and adjacent inland districts.

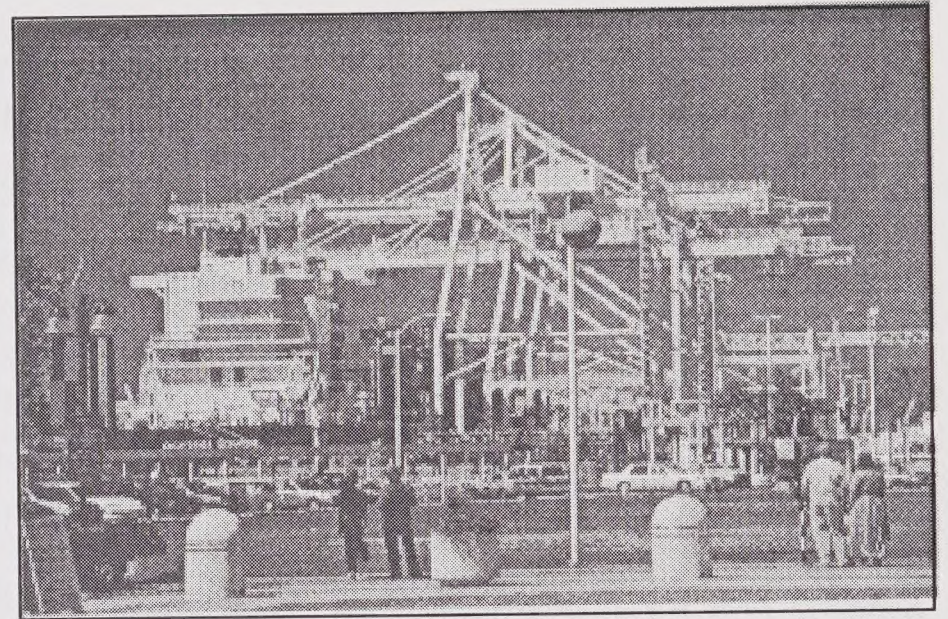
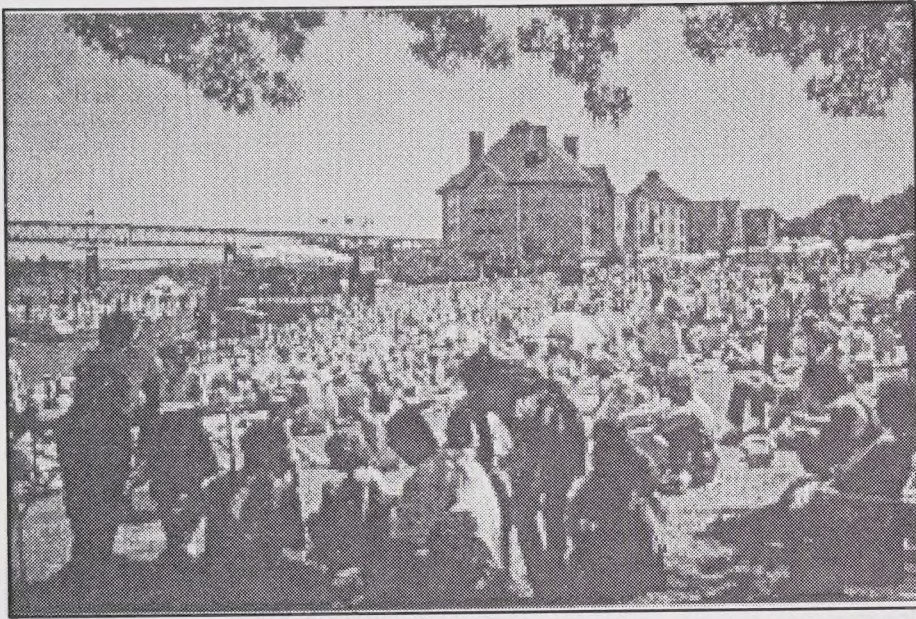
The historic development patterns in the Estuary study area have resulted in a unique juxtaposition of industrial, residential, and commercial uses, plus divisive transportation corridors. It is an objective of the Estuary Plan to minimize the adverse impacts associated with incompatible uses.

Currently, there is a break in the land use pattern as it meets the Estuary shoreline. Adjacent neighborhoods and districts are interrupted by transportation corridors, thus exaggerating the contrast between activities along the shoreline and those in inland areas of the city.

While the regional transportation corridors are here to stay, local-serving roadways and streets

should be aligned and designed to enhance greater continuity of land use. This will allow the Estuary area to become a more integral part of the city. More specifically, Broadway, Webster, Fifth, 29th, Fruitvale, 42nd and High Streets should be assessed and carefully designed when they are reconstructed to promote clear and safe means of access from inland neighborhoods to the waterfront.

² See Oakland General Plan, Historic & Preservation Element, Policies 3.0 series.



The Estuary shoreline will include a wide range of open space experiences.

Shoreline Access & Public Spaces

The planning of open space in Oakland has long focused on the physical features of the city—in particular, the creeks and canyons leading from the hills to the Estuary.

Over 100 years ago, in 1888, landscape architect Frederick Law Olmsted made a proposal for a “wildwood” chain of parks throughout the city. Later, in the early 1900s, Mayor Mott engaged the world-famous planner Charles Mulford Robinson to prepare a plan for the city. The 1905 Robinson plan established a system of parks and playgrounds under the newly created Oakland Park Commission, and laid the foundation for a regional park system. Following bond approval, a period of park development ensued. Lakeside Park surrounding Lake Merritt was developed, and Lake Merritt itself became the first official wildlife refuge in the state of California.

However, Robinson identified a significant problem which has only partially been resolved: *Residents had “no access to their glorious waterfront on one of the most beautiful bays of the world.”*

Although Lake Merritt, the creeks and hill-sides were viewed as important elements in Olmsted’s chain of parks and open spaces within the city, the shoreline was not originally conceived in open space terms. At the turn of the century, when parks and playgrounds were being built in inland areas, docks and wharves, were being constructed on the waterfront. Although the Robinson plan had identified the concept of building a recreational pier at the foot of Broadway, the waterfront was principally seen as a place of commerce.

However, recreational activities such as fishing, viewing, sitting, bicycling, jogging, and walking, have increased in recent years, along with recognition of the shoreline’s value as habitat for wildlife and as a place for birdwatching, nature walks, and interpretive and educational experiences.

SHORELINE ACCESS

Efforts to develop public access along the shoreline have been guided by BCDC, which (in a joint effort with the City and the Port) is currently preparing a public access plan for the entire Oakland waterfront, including the Estuary shoreline. In addition, the EBRPD is developing plans to extend the Martin Luther King, Jr. Regional Shoreline (an environmental reserve on the eastern end of the planning area).

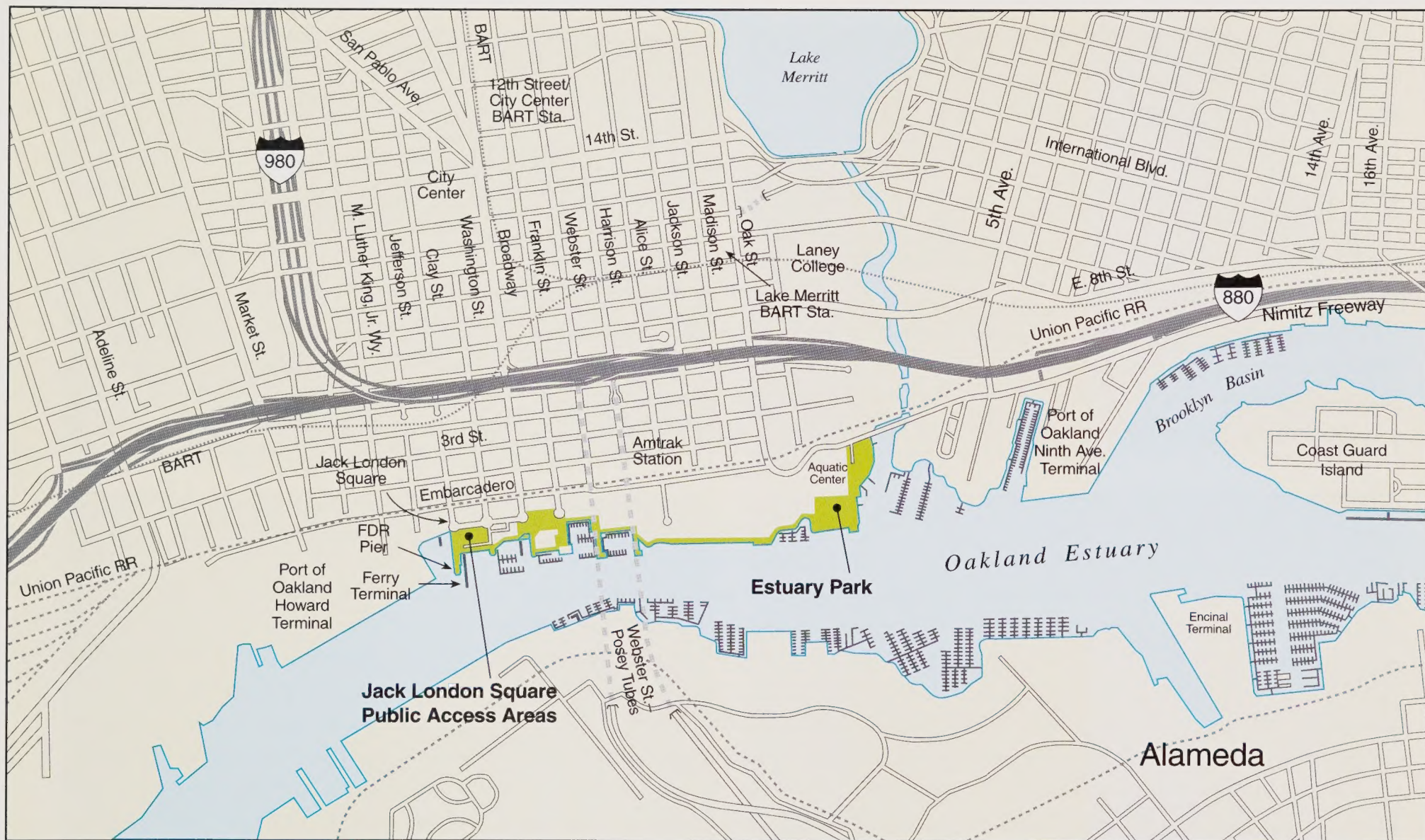
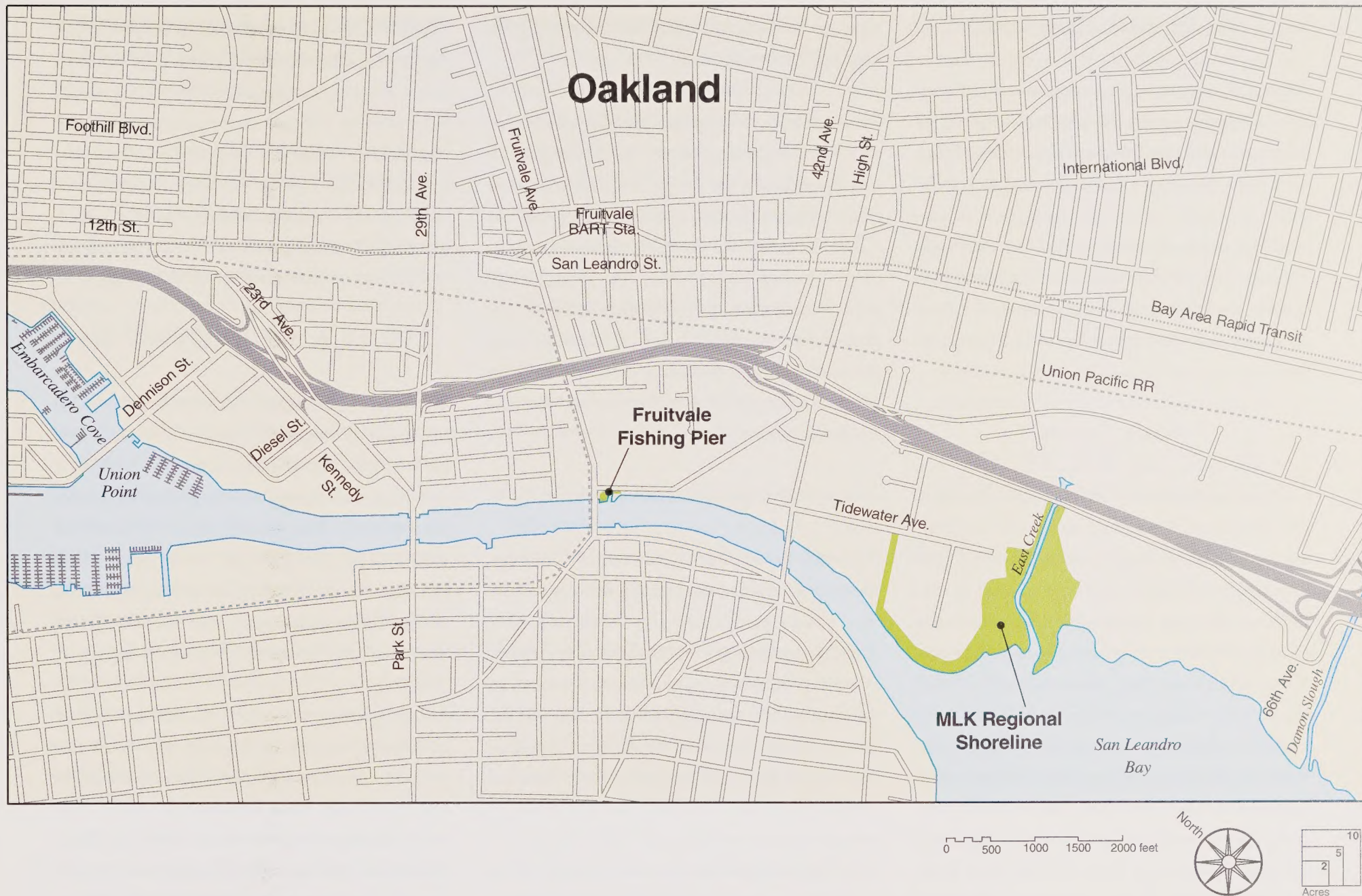


FIGURE II-2: Existing Public Access and Open Space



San Francisco Bay Trail

Regional interest in a continuous pedestrian and bike path along the bay has resulted in efforts coordinated by the Association of Bay Area Governments (ABAG) to create a 400-mile Bay Trail in nine bay counties. In Oakland, 21 miles of the Bay Trail are planned, but only 8.5 miles have been completed, primarily on existing public streets in the Embarcadero Cove and Jack London Square areas.

Water Spaces

Certain recreational activities fit well within the confines of protected water of the Estuary. Small boat sailing, rowing, canoeing, and kayaking established a presence along the waterfront, and are activities well suited to the calm, smooth waters of the Estuary. The tradition of rowing dates from the early 1900s, when the University of California (Cal Crew) located its boathouse in the area amid warehouses and agricultural industrial businesses. Recreational interest in the shoreline has increased with time, particularly as industrial and warehouse activities have shifted away from the mid Estuary to the western periphery of

the city. In particular, recreational boating has expanded dramatically.

Plans are underway by the Port, City, and other entities to improve and expand boating facilities. Specifically, the Port is rebuilding its 160-berth marina at Jack London Square and Cal Crew has proposed the relocation and expansion of its boathouse within the Union Point area. In addition, a new Aquatics Center is planned in Estuary Park, which would expand the programs that currently take place on Lake Merritt and provide boating instruction and similar activities.

Special Events

Through the efforts of the Port of Oakland, the waterfront has increasingly developed into the primary location for Oakland's civic events, community celebrations, and cultural activities. Some of these are major events attracting several thousand people, such as Cirque du Soleil, the Fourth of July fireworks, lighting of the Christmas tree, and boat parades.

Others are large events that are somewhat less intensive, and may be spread out over the en-

tire Jack London waterfront and occur over a day or weekend (such as the boat show, Festa, etc.). Major concerts have been very successful, and over the past three years, attendance has tripled to crowds as large as 15,000. Other events include weekly farmers' markets, concerts, special celebrations and rallies, which typically attract around 1,000 people and are typically staged at the foot of Broadway.

ISSUES & OPPORTUNITIES

What was evident to Charles Robinson in 1905, to the League of Women Voters in 1993, and to the General Plan Congress in 1996, is still an issue today. Although several places exist where public waterfront access has been provided (eg., MLK Regional Shoreline, Jack London Square, Estuary Park, Portview Park, several fishing piers, etc), the Estuary shoreline is not a cohesive open space system.

Existing sites are isolated from one another and from the rest of the city and often not well identified or developed. Open space is frequently shared with automobile traffic. The only existing city park within the area, Estuary Park, is difficult to find and is poorly maintained. Furthermore, some of the prominent

spaces that are used for major civic celebrations and events are subject to future development.

Despite tremendous community interest in expanding open space and recreational opportunities along the Estuary, the creation of a cohesive open space system has been stymied by existing ownerships and water-related businesses, interrupted roadways, and barriers created by rail spurs.

Yet, the waterfront offers many opportunities to add to the amount and quality of public recreational space. It has the capability to support a wide variety of recreational activities, (particularly water sports), and the potential to provide visual relief, opening up intensely developed urban areas to the bay. A number of opportunities exist to create a “necklace” of open spaces along the Estuary. As changes in land use occur, continuous public access punctuated by larger open spaces and linked to the rest of the city, will become an attractive element of a revitalized waterfront.

Opportunities to establish a larger and more coherent network of shoreline access and public recreational spaces include:

- ❑ *Continuous Shoreline Access / Fill In Gaps in the Bay Trail.* A continuous Bay Trail immediately adjacent to the shoreline, with a separated pedestrian path (where physically feasible) as well as a continuous recreation-oriented boulevard that accommodates pedestrians and bicyclists and provides for vehicular and transit access.
- ❑ *Waterfront Parks.* New waterfront parks along the Bay Trail, ranging from additional urban spaces for intensive recreational activities to large open areas for performances, competitive events, or civic celebrations.
- ❑ *Boating and Water-Oriented Recreation.* Additional facilities for boating, in particular, to facilitate the transition of smaller craft (canoes, rowboats, kayaks) into the water.
- ❑ *Link to Lake Merritt.* A public open space and pedestrian linkage along Lake Merritt Channel between Estuary Park and Lake Merritt, to build upon the recreational value of the lake and the Estuary, and to create stronger ties with the surrounding communities, in a manner that maintains the high quality of regionally significant wildlife habitat.
- ❑ *Tidelands Enhancement.* Additional tidal marshland enhancement areas to provide valuable habitat for birds and other wildlife species, and new opportunities for bird watching and other educational/interpretive experiences.
- ❑ *Connections to New Parks and Open Spaces.* Connections to new parks and open spaces planned along the opposite shore, in Alameda and on Coast Guard Island, to reinforce the Estuary as a primary open space for the communities adjoining it.

SHORELINE ACCESS & PUBLIC SPACE OBJECTIVES

Objectives for access and public spaces recognize the emerging role of the waterfront as a key place for open space and recreation within the city and region. It builds upon the objectives for public access, open space, and recreation articulated in various planning documents, most notably the *Open Space, Conservation and Recreation Element (1996)* and the *Land Use and Transportation Element (1998)* of the General Plan.

Objective SA-1: Create a clear and continuous system of public access along the Estuary shoreline.

Provision of continuous shoreline access is an important goal embraced by both regional and local communities. Furthermore, it is a specific mission of BCDC and ABAG's Bay Trail program, and a prime objective of the East Bay Regional Park District. In the Oakland segment, the intention is to provide a continuous system of public waterfront spaces, and to provide for a continuous open space network which connects all waterfront elements, which provides a variety of waterfront experiences.

Within the parameters of safety and security, development of public facilities should be undertaken according to site-specific standards, based on the physical capacities and programming needs of the particular site.

There is a diverse sequence of spaces along the shoreline, including the protected nature of the Lake Merritt Channel; the marshy habitat that extends to Damon Slough; the expansiveness of the Fifth Avenue Point shoreline edge; the sheltered character of the Embarcadero

Cove, Brooklyn Basin and Coast Guard Island; and the lively areas within the Jack London District. Each of these special qualities should be reflected in the design of parks, promenades, and open spaces.

General objectives for the provision/enhancement of open space and associated facilities at all locations include:

- ☐ Preservation and protection of the natural features, wildlife and vegetation;
- ☐ An easily identifiable standard sign system that can be implemented throughout the open space system, to provide directional/orientation/interpretive information;
- ☐ Physical improvements to increase visitor comfort, safety, and pleasure (eg. separated paths, landscaping, lighting, observation pads, comfort stations, trash receptacles, furniture, emergency services, vehicular parking, etc.)

Objective SA-2: Punctuate the shoreline promenade with a series of parks and larger open spaces.

A number of parks and larger open spaces are proposed that would build on the intrinsic character of the shoreline and provide for a wide range of recreational experiences. The intent is to create series of parks and other publicly accessible spaces, capable of accommodating a wide variety of recreational activity, connected by a shoreline promenade. These could include:

- ☐ A portion of the "Meadow" in front of the Port Building in Jack London Square;
- ☐ A new "Green" to anchor Phase 2 developments at Jack London Square;
- ☐ A new "Greenway" extending along Webster Street to connect Jack London Square to the inland neighborhoods;
- ☐ Expansion of Estuary Park;
- ☐ A series of parks in the 5th-9th Avenue area;
- ☐ A new park at Union Point; and
- ☐ Expanded and improved facilities along the MLK Regional Shoreline.

Objective SA-3: Emphasize visual corridors and open space links to surrounding inland areas.

To make the Estuary shoreline more accessible, links to inland areas should be strengthened. Visual corridors and physical links to the water should be provided at regular intervals along the shoreline, using the grid of city streets in their full widths, to enhance the connection between inland areas and the water. In addition, the design of open spaces should promote opportunities to appreciate views and waterfront amenities from inland areas. At the same time, key corridors should be extended outward to the Estuary itself, to provide viewing experiences that are unique to the Estuary.

Objective SA-4: Develop opportunities for recreational activities that are oriented to the waterfront and serve identified neighborhood needs.

Recreational areas along the waterfront should meet the needs of the region and the city as a whole, as well as specific adjacent neighborhoods and districts. Programming of larger recreational areas should be undertaken in con-

junction with the EBRPD, neighborhood organizations and other interested parties to ensure that the recreational activities provided help to meet identified needs.

Objective SA-5: Enhance natural areas along the shoreline.

There are significant opportunities along the Estuary shoreline and Lake Merritt Channel to enhance remnant tidal marshes and other natural areas. These areas can add to the visual enjoyment and diversity of the shoreline, and expand wildlife habitat for birds and other species. They can also create outdoor areas for direct learning and experiences related to nature.

Objective SA-6: Encourage the development of educational and cultural programs and interpretive facilities that enhance understanding of the waterfront environment.

The Estuary shoreline is an ideal site for learning about nature, the history of the city, the economic activities supporting it, and the unique recreational and leisure activities available to residents. In order to enhance public

awareness and understanding of the contribution the Estuary makes to the quality of life in Oakland today, all waterfront facilities should be considered as potential visitor centers. To the extent feasible, significant historic sites and buildings should be preserved, adapted for re-use, and explained. Open space and shoreline access areas should be programmed to include educational and interpretive elements.. Activities such as historic walks and self-guided tours should continue to be offered. Plaques or appropriate markers that recognize and commemorate the waterfront's history should be encouraged.³

To the extent feasible, significant historic sites and buildings should be preserved, adapted for re-use, and explained. Open space and shoreline access areas should be programmed to include educational and interpretive elements.

³ See Oakland General Plan, OSCAR Element, OS 7.3.

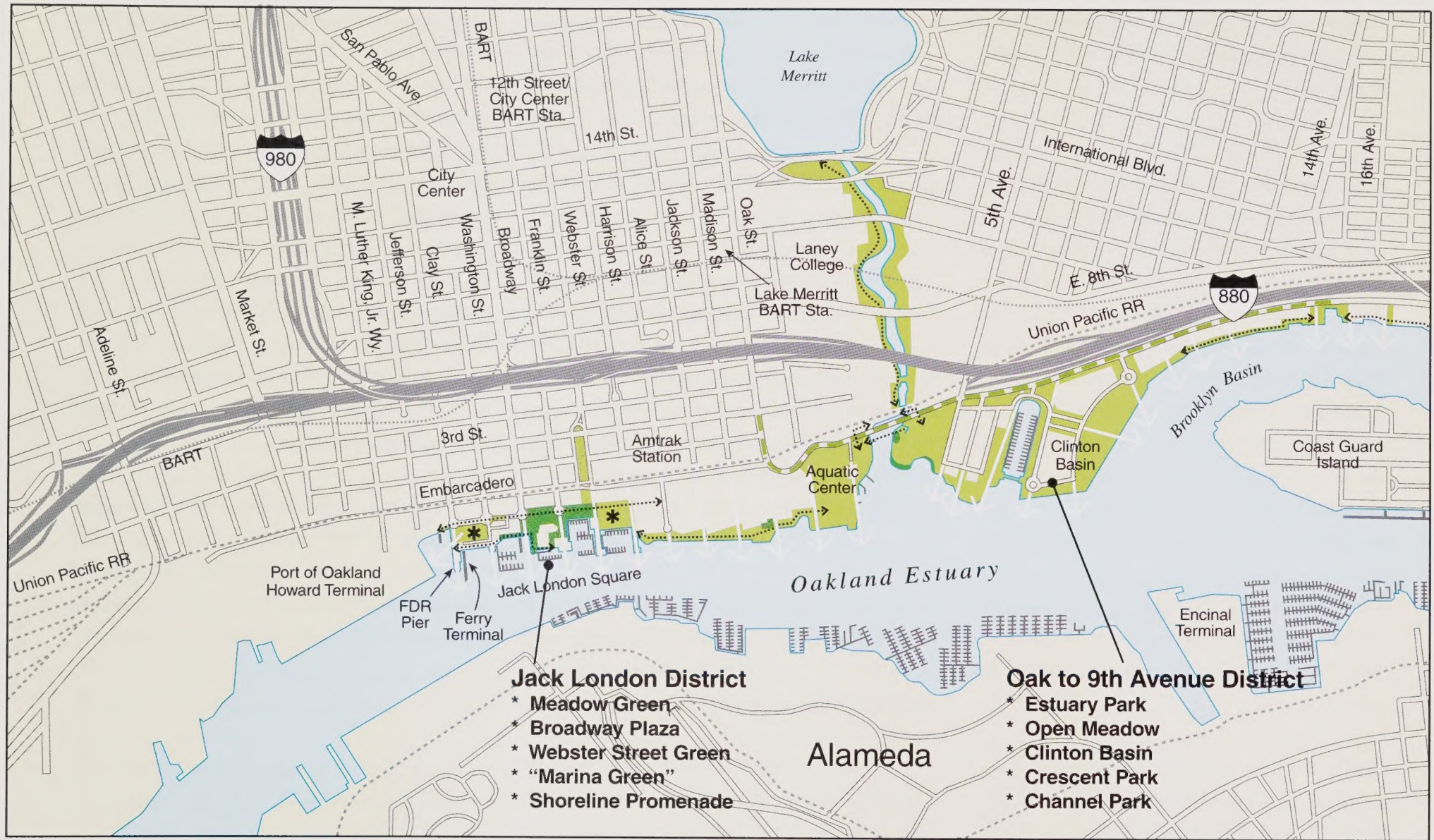
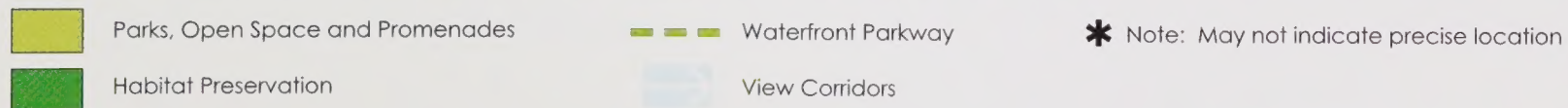


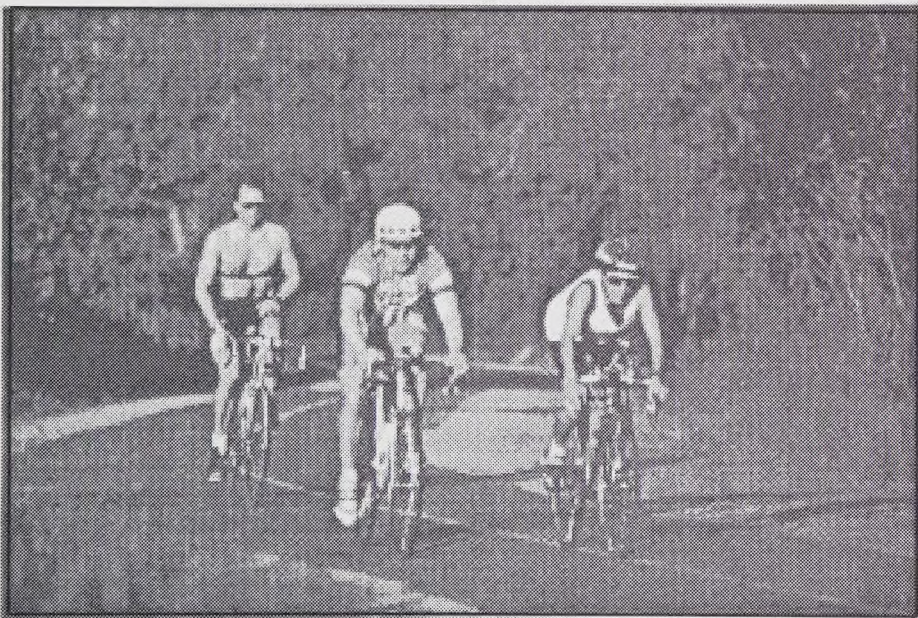
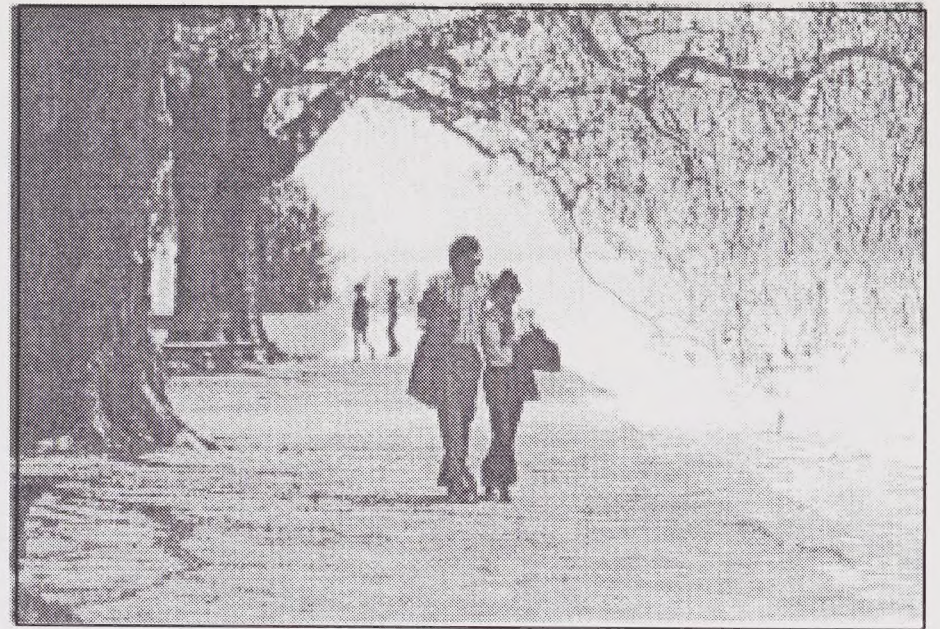
FIGURE II-3: **Illustrative Shoreline Access & Public Space Plan**





0 500 1000 1500 2000 feet





A continuous waterfront parkway will provide for pedestrian, bicycle and vehicular movement along the Estuary shoreline

Regional Circulation & Local Street Network

Soon after its inception in 1852, Oakland (and the waterfront in particular) became a major crossroads within the region, state, and nation. An early catalyst for economic development occurred in 1869 with the establishment of Oakland as the western terminus of the trans-continental railroad. Subsequent development of transportation infrastructure focused on the railroad terminus: steam trains and ferries to take passengers to San Francisco, wharves and steamers to move freight, and additional rail connections to distribute goods up and down the coast.

In the years since, Oakland's strategic location has helped to enhance the city's role as the hub of a transportation network serving the city, the San Francisco Bay region, and entire Western half of the United States. BART, Amtrak, aviation services all have joined the historic

freight operations as major components of Oakland's transportation function.

While Oakland's comprehensive system of passenger and freight transportation represents important economic arteries for the Bay Region, it has been developed at the expense of the local circulation system.

BARRIERS

In the Estuary area, the sheer magnitude of the regional transportation infrastructure has contributed to the fragmentation of the local street system, and created a physical and psychological barrier between the city and its waterfront.

For example, railyards separate the waterfront and the city, penetrable only at specific grade

crossings along the line. But the difficulties posed by the rail network for local circulation were magnified by construction of the I-880 freeway, which parallels the railroad right-of-way. The combination of the freeway, the rail corridor, and the BART corridor creates a physical barrier to auto traffic as well as pedestrians and bicyclists.

Additionally, the juxtaposition of the freeway system over the city grid has created a series of oddly-shaped land parcels that are hard to make use of. Confusing interchanges, sub-standard ramps, and circuitous routing of traffic are disorienting to travelers in the Estuary area. The confusing nature of the circulation system creates safety problems and disincentives for those unfamiliar with the area to visit.

Furthermore, it is not possible to walk, bicycle, or drive directly from one end of the Estuary to the other. Crosstown routes that link the hills and the bay are ambiguous, and meet the Estuary shoreline in an awkward or interrupted fashion.

Crossings of the Estuary to Alameda and waterborne connections to the larger region are fairly limited, considering the proximity of destinations in the two cities. Three bridges and the two tubes provide vehicular access between Oakland and Alameda, and a ferry terminal at Jack London Square provides access to Alameda and San Francisco. However, these connections are clustered at the ends of the Estuary, leaving a large reach of the shoreline (Jack London Square to Fruitvale) without connections across the water that link it to Alameda or the larger Bay Region.

ISSUES & OPPORTUNITIES

It is absolutely necessary to clarify and improve the circulation system to and along the waterfront in order to meet the objective to enhance the image and identity of the Estuary area and make the waterfront a more integral part of the city. Several opportunities exist to create a

more comprehensible and amenable circulation system that ties together the various attractions of the waterfront, and reconnects them to the city. These include:

❑ *Embarcadero Parkway.* A continuous parkway connecting Oak Street on the west with 66th Avenue on the east could be created. This parkway would not only provide a critical link in the circulation network, but would also provide a sense of orientation, connect diverse open spaces, and provide paths for strolling and passive recreation.

The parkway could be designed to accommodate a full range of transportation modes, including automobile, transit, bicycles and pedestrians, but managed as a “slow street” to discourage through movement of truck traffic.

❑ *Freeway Access.* Simplifying and enhancing freeway access to and through the area could be achieved by consolidating freeway ramps and linking them to major thoroughfares. Existing on and off-ramps occur in a seemingly haphazard manner, and do not meet current standards. Although

interchange improvements can only be undertaken with Caltrans’ approval and increasingly must rely upon nontraditional sources of funding, consideration should be given to the creation of full-movement interchanges at selected points along the freeway (Caltrans standards suggest one-mile intervals) and to the removal of sub-standard on and off-ramps.

As an integral part of these improvements, it is important to enhance parallel circulation on both sides of the I-880 corridor, but away from the Estuary shore.

The absence of direct connections from I-880 (Cypress Freeway) to Downtown Oakland and Jack London Square is a concern to the city. Efforts must be made immediately to rectify this severe problem, and make the waterfront accessible from the regional freeway network.

❑ *Local Access.* Local access corridors across the freeway that enable motorists, pedestrians and bicyclists to reach the water could be constructed. Once freeway ramps are consolidated at the major interchanges, opportunities to create and enhance links

to inland neighborhoods can be maximized.

- ❑ **Waterborne Transportation.** New links by waterborne transit (eg. ferries, water taxis and shuttles) that utilize the Estuary as a corridor for circulation, and which connect future activity centers on both the Alameda and Oakland sides, can be established.

Ferry service from existing terminals is expected to increase between Oakland/Alameda and San Francisco, as well as to Treasure Island, Angel Island, and other recreational destinations.

In addition, there is the potential for water taxi and shuttle service in the upper reaches of the Estuary, linking activity centers as they develop. While expanded water taxi and ferry service has long been pursued in the Estuary, this may be an opportune time to tie it more closely to new development opportunities.

- ❑ **Transit Loop.** A trolley line along the Broadway spine, connecting the Jack Lon-

don Square with the City Center and beyond, could be implemented. Although more difficult to accomplish, there is also an opportunity to establish a rail transit link between the Fruitvale BART station and Alameda along an existing rail right-of-way on Fruitvale Avenue, which crosses the Estuary into Alameda.

- ❑ **Parking.** As land uses change in the Estuary area, adequate parking will be required to support new uses. Parking areas should be strategically located, in accordance with urban design objectives for the area. Parking facilities should be evenly distributed and accessible, while avoiding prime waterfront spaces and pedestrian precincts.

REGIONAL CIRCULATION & LOCAL STREET NETWORK OBJECTIVES

Objectives for regional circulation and local street networks recognize the importance of circulation and access to support the objectives for land use, public access and public spaces. These add specificity to a number of objectives

reflected in the General Plan Land Use & Transportation Element and Bicycle & Pedestrian Plan.

Objective C-1: Improve and clarify regional access to Oakland's waterfront.

Interchanges along the I-880 freeway should be consolidated at arterial roadways and brought up to current standards to improve access to and within the Estuary area.

The I-980 connection to the Alameda Tubes at the Jackson Street off-ramp currently routes traffic through city streets, and should be improved to alleviate congestion on local streets and clarify access routes to Alameda and on Oakland local streets.

Improved freeway interchanges should be considered at 5th Avenue, 23rd Avenue, Fruitvale, and High Street/42nd Avenue. A new interchange should be investigated to provide direct access from I-880 to Jack London Square and downtown Oakland.

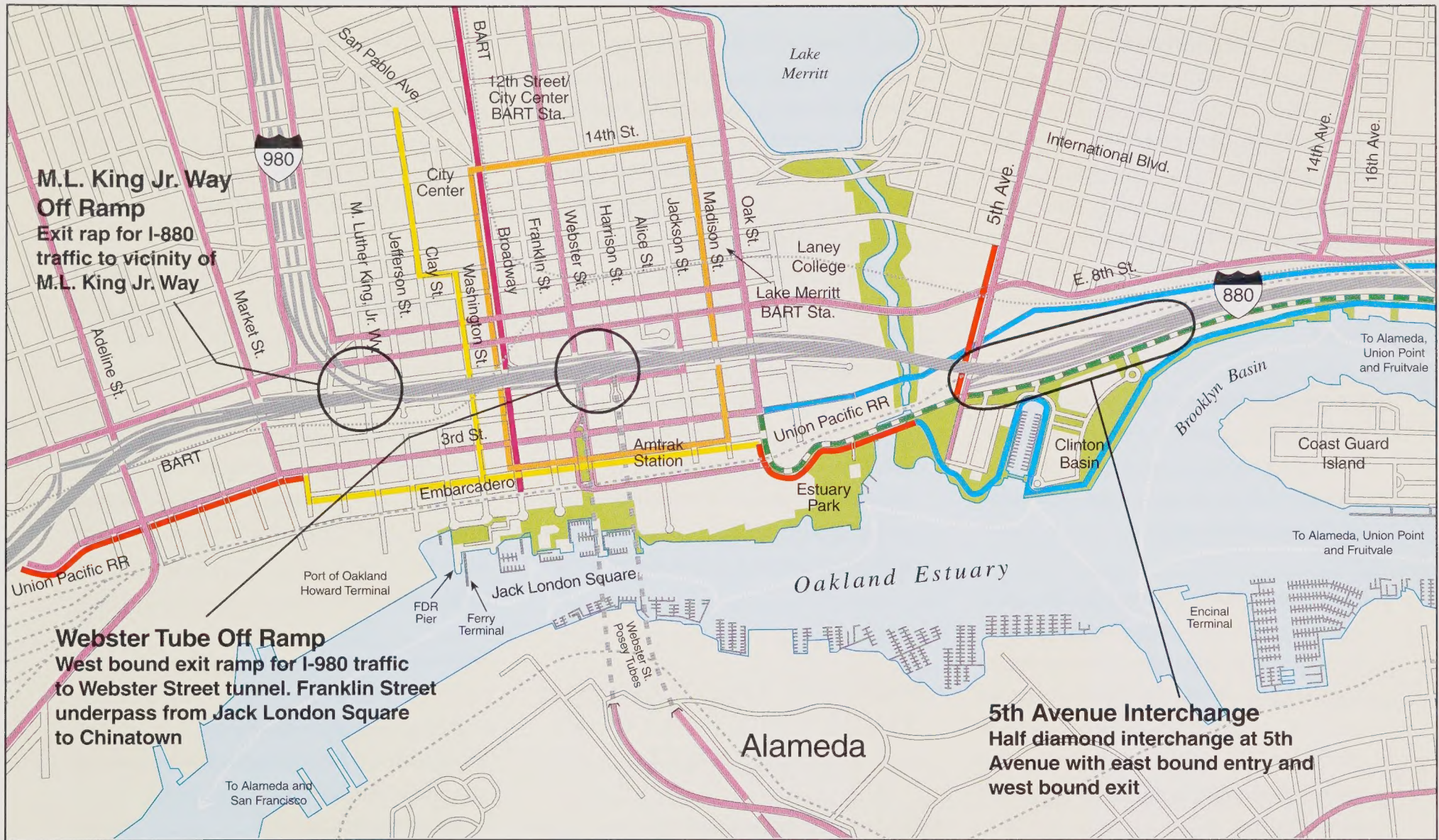
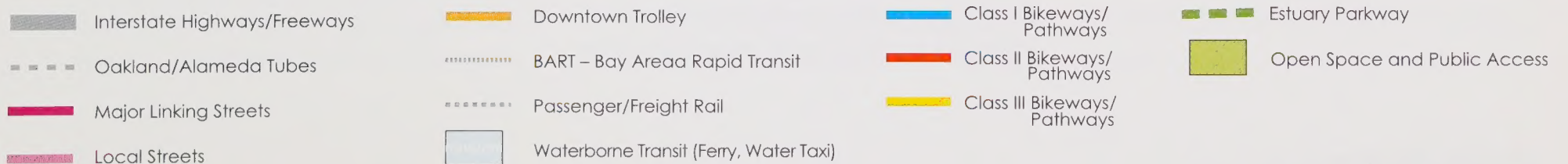
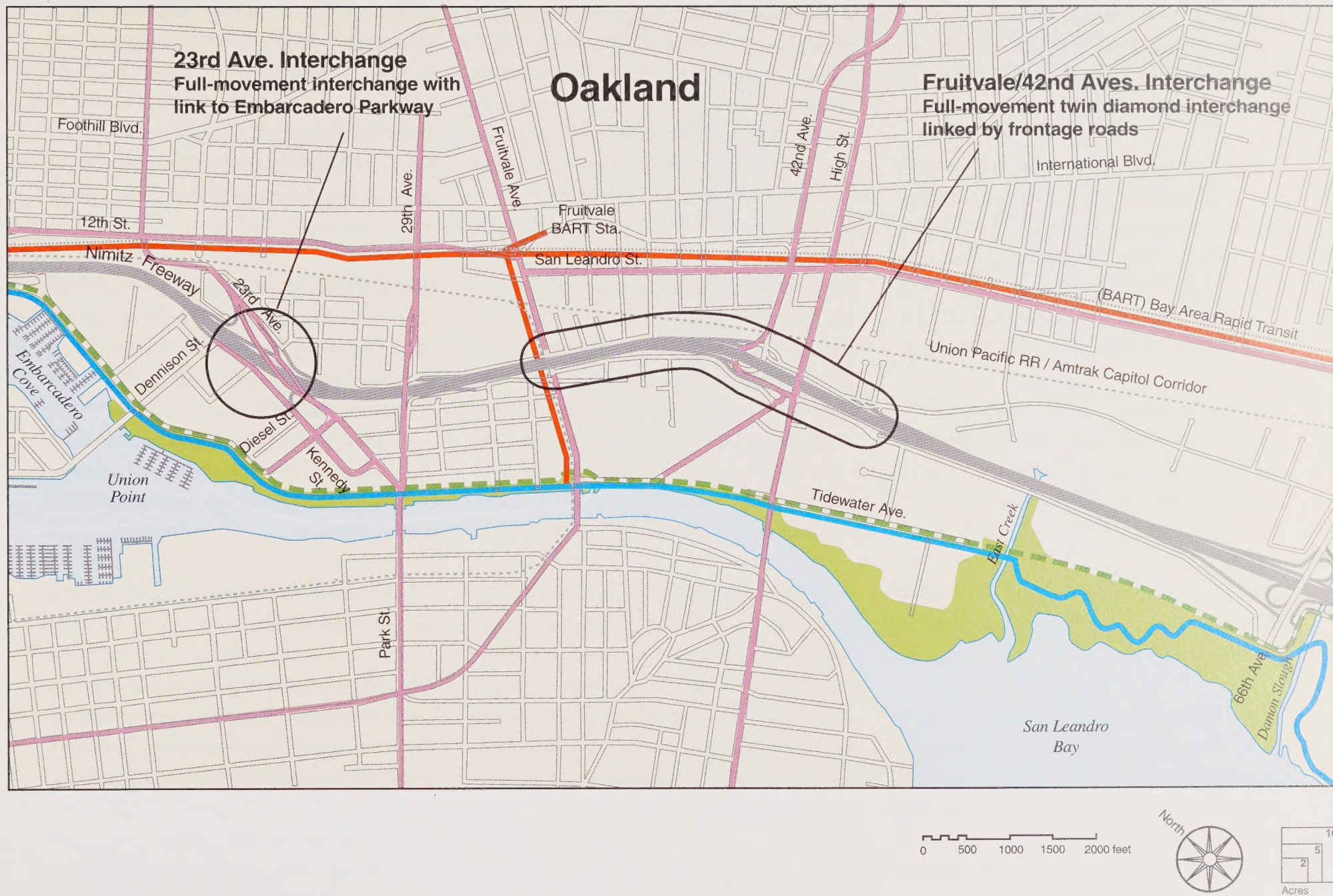


FIGURE II-4: Illustrative Circulation Plan





Objective C-2: Establish a continuous waterfront parkway; a safe promenade for pedestrians, bicycles, and slow-moving automobiles.

For the most part, vehicular circulation should be accommodated on existing roadways. However, a continuous waterfront parkway is a top priority in the Estuary Policy Plan. The Parkway should take advantage of and stay within the Embarcadero right-of-way, extending from Jack London Square to Park Street.

Beyond Park Street, it may be necessary to purchase additional right-of-way to allow the parkway to be connected through to Fruitvale Avenue and beyond to Tidewater Avenue and 66th Street.

West of Oak Street, the parkway should meet the city grid, providing several routes west to Mandela Parkway.

The configuration and cross-sectional character of the roadway will likely vary, depending on availability of right-of-way, adjoining land uses, and traffic conditions. The parkway and all other waterfront roads should be treated with appropriate landscaping, lighting, signage, rest/

overview areas, and, where appropriate, parking, and other features which provide a continuous parkway character for pleasant driving, walking, and cycling. The parkway should be slow-moving. The roadway should be accompanied by separate or contiguous bicycling and pedestrian paths where feasible.

Objective C-3: Balance through movement with local access along the waterfront.

In many urban waterfronts, shoreline transportation corridors have been allowed to become freeway-like environments, providing through movement at the expense of local access. The concept of the Embarcadero Parkway, described above, aims to properly balance local access with through movement.

Traffic-calming methods should be incorporated into roadway design throughout the study area, to ensure that vehicular movement is managed in consideration of recreational and aesthetic values. The parkway should not become an overflow or alleviator route to the I-880 freeway, and it should prohibit through truck movement.

Objective C-4: Strengthen local circulation connections between Oakland neighborhoods and the waterfront.

With anticipated improvements to the regional transportation system, better connections can be made between the waterfront and inland neighborhoods.

Specifically, emphasis should be placed on improving those connections which already exist: Washington, Broadway, Webster, Franklin, Oak, 5th, 16th, 23rd, 29th Avenues, Fruitvale and High Streets. These links can be strengthened through alterations of street alignments or extensions of existing roadways, relocating parking areas, and improving pedestrian facilities.

Objective C-5: Promote transit service to and along the waterfront.

Land and water-based transit services should be extended to and along the waterfront. Transit services should be focused along Broadway, Washington, Franklin, Third, and Fruitvale.

A special transit loop linking Jack London Square with other significant activity centers (eg., Old Oakland, the Oakland Museum, and the Lake Merritt and City Center BART stations), should also be encouraged. Passenger rail service between Fruitvale BART and Alameda should be studied further.

Redevelopment on both the Oakland and Alameda sides of the Estuary may, in the future, warrant increased ferry and water taxi service. Water taxis can link activity centers on both sides of the Estuary, transforming the waterway into a viable boulevard that brings together the Oakland and Alameda waterfronts.

Objective C-6: Improve pedestrian and bicycle circulation.

Bicycle and pedestrian networks should be extended throughout the waterfront. By enhancing the Embarcadero Parkway, a continuous pedestrian path and bicycle route can be established along the waterfront. Links from the parkway to upland neighborhoods are proposed along connecting routes, including Oak, Lake Merritt Channel, 2nd Street to 3rd Street, Fifth, Fruitvale, and Alameda to High, as well as the grid of streets in the Jack London District.

Objective C-7: Provide adequate parking without diminishing the quality of the urban environment.

In the Jack London District in particular, provision of adequate parking is critical to accommodate both existing and future demands. Several sites currently used for surface parking are subject to future development. In addition, parked vehicles are ‘spilling over’ into pedestrian areas, to the detriment of the District’s attractiveness. To resolve this, a comprehensive parking management strategy should be developed to plan for and provide adequate parking.

III District Recommendations



Aerial view of the Central Jack London District.

Jack London District

The Jack London District encompasses approximately 225 acres of land situated between Adeline Street on the west and Oak Street on the east. Properties within the district are predominantly in private ownership, but also include some large public land holdings (Figure III-1). In particular, the Port of Oakland has a significant presence, with ownership of 31 acres of land on the water side of the Embarcadero, as well as additional parcels inland. The Jack London District historically served as an important center of maritime trade and commerce, and today is associated with the figure of Jack London, his seafaring adventures, and spirit of rugged individualism. These historic resources are represented in the historic properties and districts that exist throughout the Jack London District (Appendix A).

Over the past several decades, the Jack London District has experienced tremendous change. The westward growth of the port and development of container terminals on filled land, as well as the decline in shipbuilding and fishing after World War II, brought about a transformation in the area. Many of the service support and industrial uses that traditionally occupied the district declined and left the area. Some buildings were vacated as these uses moved elsewhere; others continued to be used, but not fully; and still others were adapted to new uses.

Although industrial and distribution uses remain dispersed throughout the district, they are particularly concentrated in the western portions of the district between Adeline Street and Martin Luther King, Jr. Boulevard, close

to the port's maritime services in the middle and outer harbors.

The construction of regional transportation projects in the 1960s, such as the Webster Tube to Alameda and the Nimitz Freeway, and the siting of large-scale public buildings along the freeway corridor, contributed to the physical isolation between this area and the rest of the city (Figure III-2).

Today, the transformation of the Jack London District is well underway. Uses such as retail, dining and entertainment have expanded along the waterfront. Home improvement and off-price retail outlets are emerging to the west of Broadway, with office, work/live and loft residential uses are increasing to the east. It is an opportune moment to capitalize upon these positive trends and realize longstanding

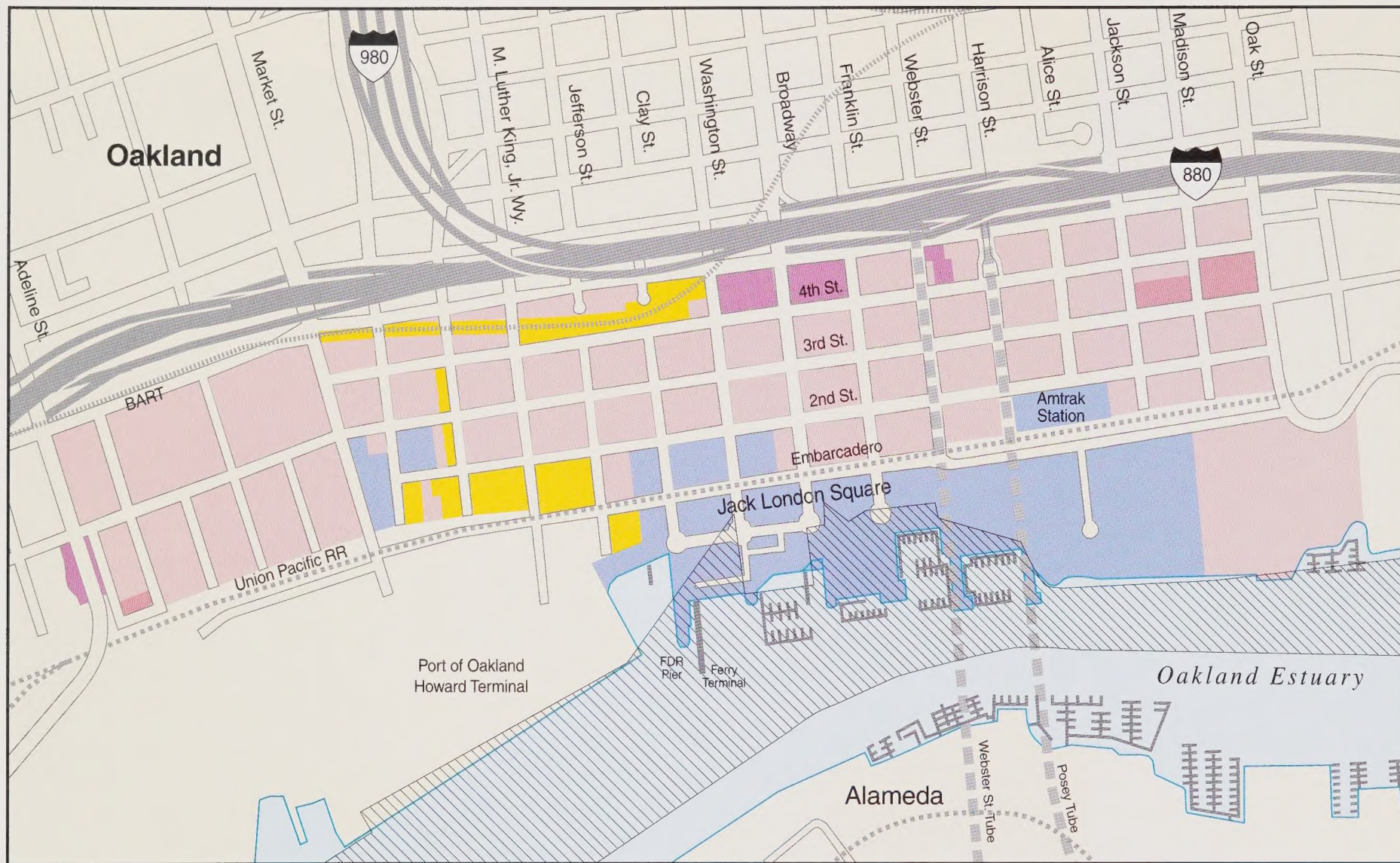


FIGURE III-1: **Jack London District Current Ownership**



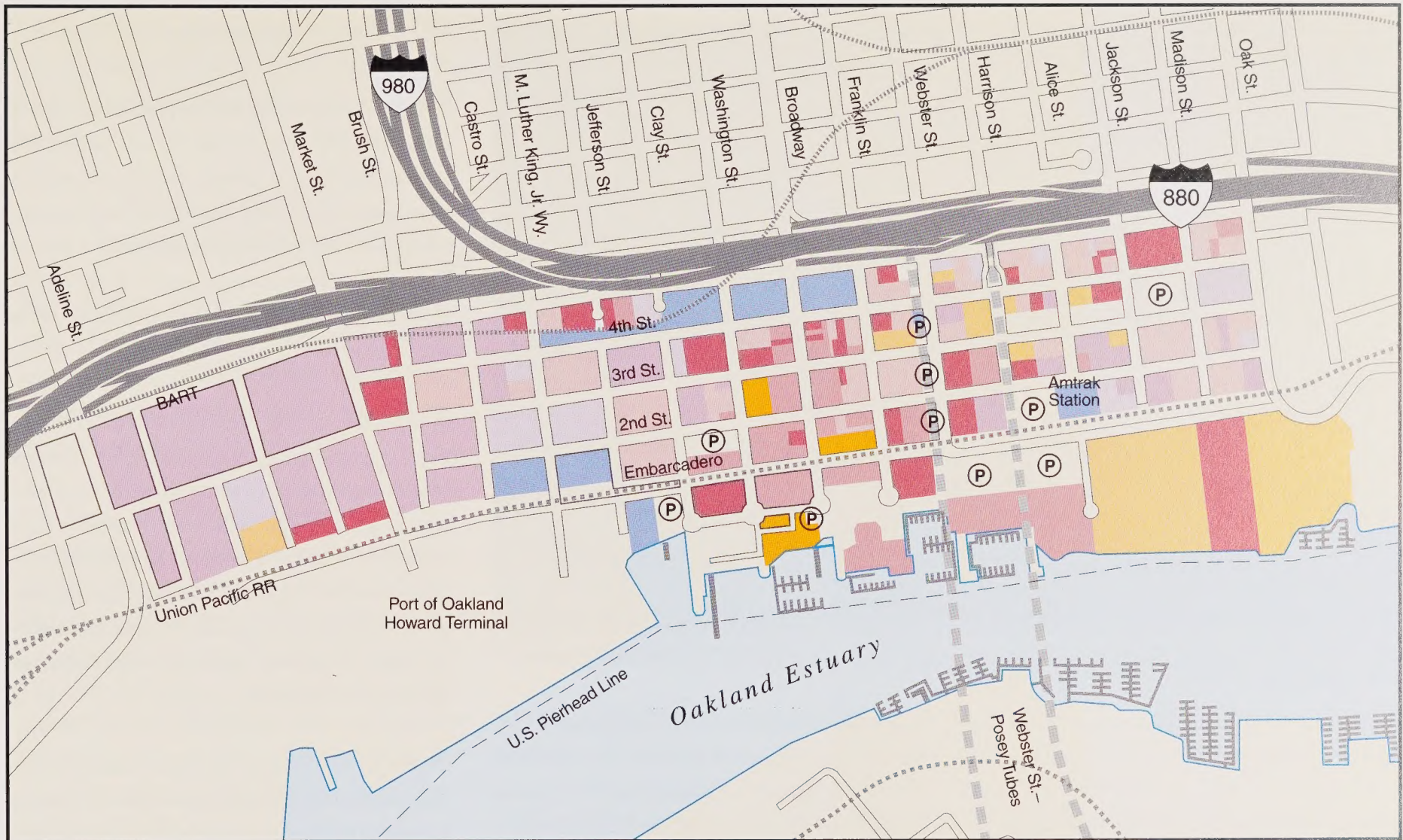
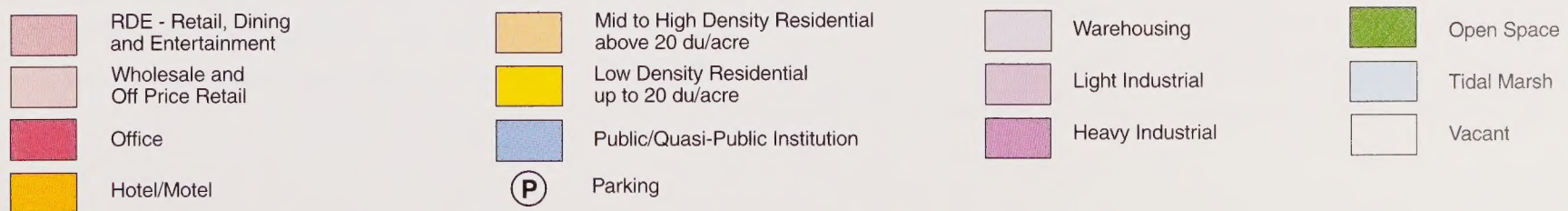


FIGURE III-2: Jack London District Existing Land Use





The Jack London waterfront is becoming a significant regional destination. The Cirque du Soleil attracted hundreds of thousands of visitors in 1997.

community objectives for renewal of the district as a whole.

The Jack London District should play an increasingly important role in contributing to Oakland's quality of life and making the waterfront a more visible part of the city. The area is closely tied to downtown Oakland, both physically and functionally. The contin-

ued redevelopment of the Jack London District is essential not only for the district itself, but also as part of a citywide and downtown improvement strategy that will help to reposition the downtown as a multidimensional activity center.

LAND USE

The policies for land use emphasize strengthening the district's economic role within the region, building on existing trends and potentials, and broadening the appeal and quality of the area. Envisioned for the area is a mix of uses that builds on the amenity of the waterfront and provides a strong connection with the downtown.

Specifically, within the Jack London District, the Estuary Policy Plan reinforces existing trends toward commercial and residential land uses (Figure III-3). New uses should be promoted as infill development at Jack London Square and along the Broadway spine to create an intense area of public interest and activity that seamlessly links the waterfront to downtown Oakland.

To the east of Broadway, new residential development that is compatible with the existing industrial use and character of the area should be encouraged. A residential population in this area can infuse new vitality into the district as a whole. West of Broadway, the trend toward off-price retail should be continued and encouraged.

For ease of discussion, the Jack London District has been subdivided into 7 subdistricts. Land use policies for each are presented as follows:

Retail, Dining, & Entertainment District

POLICY JL-1: REINFORCE RETAIL, DINING AND ENTERTAINMENT USES ALONG THE WATERFRONT, AND EXTEND THESE USES ALONG BROADWAY TO CREATE A REGIONAL ENTERTAINMENT DESTINATION.

The Jack London Square has been established as a significant regional destination for retail, dining and entertainment. The Estuary Policy Plan recommends that existing pattern of uses be expanded and intensified within the Phase I portion of Jack London Square (i.e., between Clay and Webster Streets), and that the district to be expanded northward along the Lower Broadway corridor between the Embarcadero and Fifth Street.

More specific policy guidance for development within this area includes:

JL-1.1: Expand commercial uses along the entire five-block frontage of Lower Broadway. The plan recommends that a coordinated redevelopment effort be pursued by the Port, the City, and the private sector to revitalize Lower Broadway as an integral extension of the waterfront and downtown. (See also Policy JL-13.1) These blocks are particularly important for retail, dining, and entertainment uses. Upper level office uses and ground-floor retail uses should be encouraged, to promote activity and daytime populations on the streets.

If necessary, acquisition and assembly of selected frontage properties for development projects should be facilitated by the use of redevelopment tools as part of an overall strategy of intensification and enhancement.

JL-1.2 Intensify Phase I of Jack London Square. Within the Phase I portion of Jack London Square, (i.e., between Clay and Webster Streets) the Estuary Policy Plan recommends the intensification of retail, dining, office, hotel, and entertainment activities in conjunction with the enhancement of waterfront open spaces and other shoreline amenities. All ground-level frontages of buildings

should be developed as active publicly-oriented attractions such as retail, dining or entertainment uses.

Infill developments should be carefully designed to insure that views and shoreline access are maximized, and that the continuity of pedestrian areas is maintained. In order to intensify the continuity of pedestrian activity within the area, several infill and development opportunities are identified. These include:

- ❑ *A “flagship” retail anchor or entertainment attraction, on the vacant site at the southwest corner of Broadway and the Embarcadero.* Development of this site should generate significant activity and interest at this key intersection. This development should be of a landmark design befitting its strategic location.
- ❑ *A freestanding restaurant, dining pavilion, or other attraction adjacent to the proposed ‘Meadow Green’ open space and historic boat basin at FDR Pier.* (See Policy JL-9.1). This development should create a strong destination at the western terminus of the Water Street corridor.

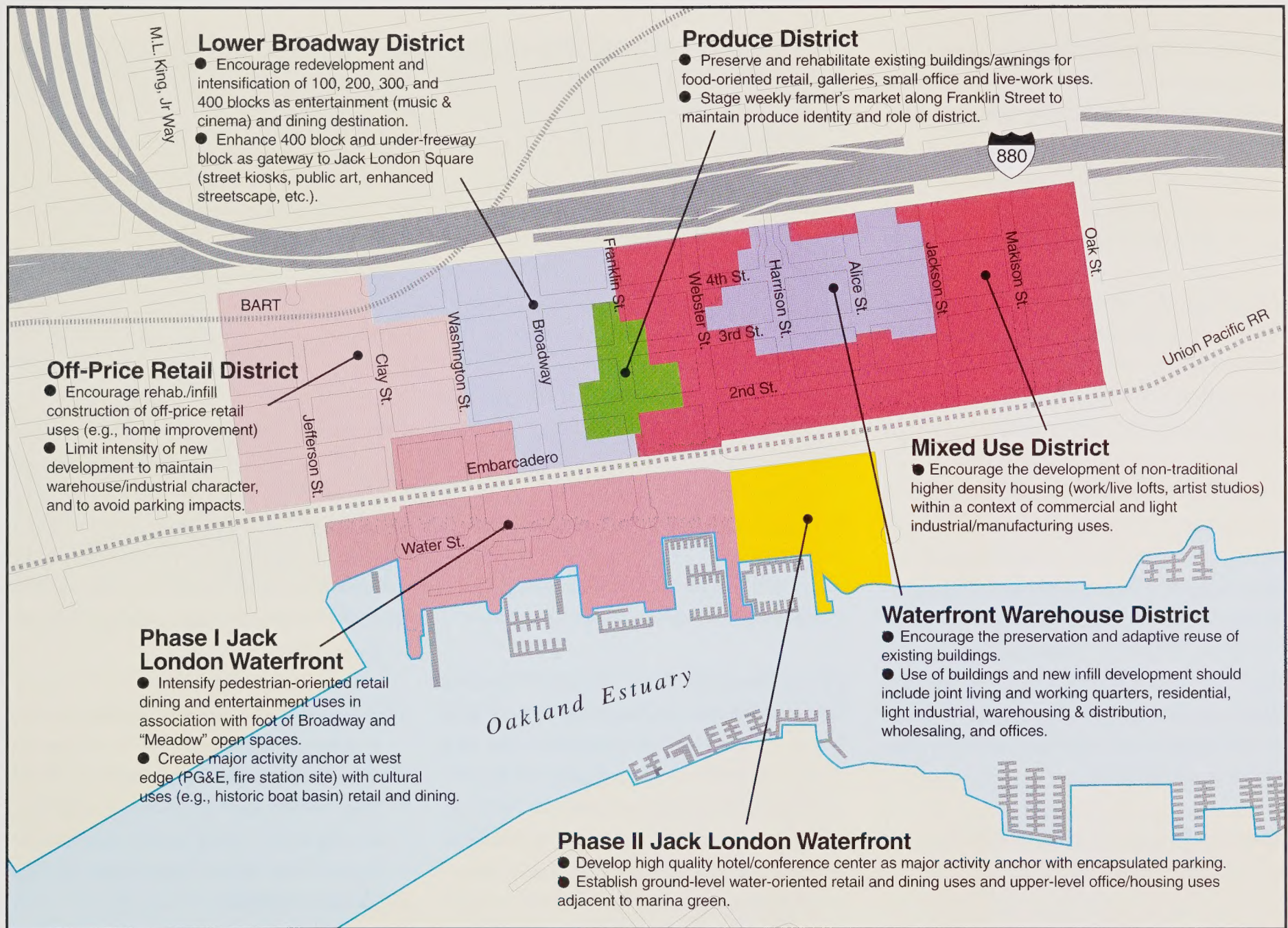


FIGURE III-3: Central Jack London District Illustrative Development Strategy

- ❑ *Additional kiosks and retail extensions in the plaza adjacent to the existing Barnes & Noble bookstore.* The kiosks, food carts, etc. should help to intensify activity on a daily basis, and provide patrons with high-quality food services and an attractive environment for outdoor eating, with views to the water.

In addition, expansion of existing retail uses on the south side of the plaza will establish a stronger retailing edge. Water Street should be maintained as a through promenade. The design of the pavilions and retail extensions should contribute to the festive visual environment.

- ❑ *A cafe extension on the south side of 77 Jack London Square (the Oakland Tribune building).* A cafe extension or similar structure should be constructed to create a more interactive environment along this segment of the Water Street promenade.
- ❑ *Hotel Expansion.* The Waterfront Plaza Hotel should be encouraged to expand within the 'footprint' of the existing hotel/restaurant, the "Water Street III" retail/

office building and the courtyard between the two buildings.

Ground-level uses that face on Water Street and the shoreline promenade should be publicly accessible, and include retail, restaurants, public attractions, or other similar uses. While visitor pick-up and drop-off should be accommodated, all parking should be off-site. (See Policy JL-13)

- ❑ *Redevelopment of the block bounded by the historic boat basin, the Embarcadero, Clay and Jefferson streets for public-oriented commercial-recreational and/or cultural use (e.g., maritime museum).* This longer term project should be pursued to help activate the water's edge and create a major activity anchor at the western edge of the Jack London waterfront.
- ❑ *Upper level office use throughout this sub-area.* Similar to the Lower Broadway area, upper level office uses should be encouraged to promote an active daytime population. Development should be carefully sited and designed to avoid shadowing of the Water Street axis.

Commercial-Recreation District

POLICY JL-2: ENCOURAGE THE REDEVELOPMENT OF PHASE II OF JACK LONDON SQUARE BETWEEN WEBSTER AND ALICE STREETS.

The Phase II portion of Jack London Square represents a generation of waterfront redevelopment undertaken in the 1960s and 1970s. Today, many of the buildings at Jack London Village are in deteriorating condition. Continuity of public pedestrian access between Jack London Village and the rest of the Jack London District is circuitous and unfriendly. While the *Heinolds First and Last Chance Saloon* and Jack London's cabin provide a unique sense of the historic waterfront, they are isolated in relation to surrounding activities.

This and adjacent sites currently used for parking are the only viable opportunities to develop additional commercial and recreational uses, and add to the luster of Jack London Square as an entertainment venue. However, development of these sites requires extraordinary sensitivity to the waterfront location, the shoreline edge, and to surrounding activities. Specific policy direction is provided:

JL-2.1: Encourage the redevelopment of Phase II of Jack London Square for commercial-recreational and waterfront-oriented uses. Phase II of Jack London Square should be redeveloped comprehensively, in a manner that provides significant public attractions, and unimpeded shoreline access around and through the site. This shoreline access should surround the proposed 'Marina Green' (See Policy JL-8.2), providing perimeter activities and attractions that complement and enliven the waterfront environment.

Redevelopment efforts should incorporate the following:

- ❑ *A high-quality hotel and conference center.*
- ❑ *Ground-level retail, restaurants, public attractions, and other amenities facing the Marina Green and the shoreline promenade, with office and/or housing uses above.*
- ❑ *Upper level office use throughout this sub-area.* Upper level office uses should be encouraged to promote an active daytime population. Development should be care-

fully sited and designed to avoid shadowing of the Water Street axis.

- ❑ *Integrated parking* to serve the hotel/conference/office center. Parking facilities should be designed to conceal the parking functions from the Marina Green and the waterfront. Parking for bicycles, as well as rooftop recreational uses could be included.
- ❑ *Heinold's First and Last Chance Saloon* should be retained in its present location, either as a stand alone feature (if feasible) or by incorporating it within the new frontage at the current site, as a landmark element.
- ❑ *A distinctive visual landmark at the eastern terminus of Jack London Square and Marina Green.* The design and height of buildings along Water Street could create this visual landmark.
- ❑ *Inland of the Embarcadero a parking structure should be constructed where it can serve visitors of both Phase I and Phase II portions of Jack London Square, as well as the Produce District and the Loft District.* The parking structure should incorporate active ground-level uses and be designed to be

complementary to the character of the adjacent warehouse district. (See Policy JL-13)

- ❑ *A pedestrian bridge across the Embarcadero and rail tracks* to the Phase II development should be encouraged to supplement at-grade access. The design of this structure should complement the existing bridge at the Washington Street garage and Amtrak, and add to a sense of arrival at the waterfront district.

Off-Price Retail District

POLICY JL-3: ENCOURAGE THE EXPANSION OF OFF-PRICE RETAIL ESTABLISHMENTS WEST OF BROADWAY.

Currently, in the area west of Washington Street to MLK Boulevard, there is an eclectic mix of uses that includes offices, studios, retail, warehouse and light industrial uses. These businesses tend to fit well in this environment, which bridges the more intense regional entertainment and dining attractions at the water's edge and the heavier industrial and service commercial uses inland and to the west.

Opportunities exist to expand and strengthen this unique district with additional retail space within rehabilitated warehouse buildings and/or new construction. Therefore, the lower intensity nature of the district should be maintained, and some of the convenient surface parking that exists should be retained.

However, additional structured parking will also be required to serve the area and Jack London Square in the longer term. Consideration should be given to a future garage within the general vicinity of Cost Plus. The Off-Price Retail District should also be included within a larger parking district to ensure reciprocal parking arrangements. (See Policy JL-16)

Produce District



A mixture of home improvement and off-price retail businesses have created an attractive district immediately west of Jack London Square.

POLICY JL-4: PRESERVE THE HISTORIC CHARACTER OF THE PRODUCE DISTRICT, AND ENCOURAGE ACTIVITIES THAT CREATE A VIABLE URBAN MIXED-USE DISTRICT.

The Produce District represents the most significant concentration of food-related businesses within the city. It is also among the oldest enterprises along the Estuary, dating from 1917, when the City relocated the facilities from 11th and Webster streets to the vicinity of Third and Franklin. Today, it encompasses several blocks and occupies approximately 130,000 square feet of space operated by 13 merchants, the majority of whom sell directly to local restaurants. In addition, the Oakland Grill, at the heart of the district, has established a restaurant business that caters to Produce District customers and lunchtime office workers, as well as regional patrons.

The Produce District is recognized by many for its distinctive market buildings, with wide canopies and broad openings, as well as the morning activity of large trucks and forklifts moving produce on the sidewalks and in the streets.

JL-4.1 Encourage the sensitive rehabilitation and adaptive reuse of existing buildings. Re-

tention of the historic character and ambiance of the Produce District should differentiate it from other Oakland destinations, and should complement nearby retail, dining and entertainment activities along Broadway and the waterfront. All efforts to preserve the existing structures are encouraged, whenever feasible; however, if not feasible, development shall incorporate elements depicting the unique historic character and features of the buildings (e.g., canopies, overhangs and arcades, etc.).

JL-4.2: Provide for a mix of new uses in the Produce District. Recognizing market and financial factors, the plan recommends a diverse range of uses, including existing wholesale and distribution activities. Priority should be given to attracting food-oriented retailers that can maintain the character of this market district, particularly at the key intersection of Third and Franklin Streets. Other uses, including office, retail, work/live lofts and warehousing, should also be encouraged.

JL-4.3: Encourage the location of a farmers market along Franklin Street. In order to retain the market character of the Produce District, it is recommended that Franklin Street be improved as an expanded venue for the

weekly farmers market, which currently occurs at Jack London Square. This recommendation would require closure of the street to traffic and parking on market days. (See Policy JL-16)

Mixed Use District

POLICY JL-5: IN AREAS OUTSIDE THE EXISTING BOUNDARIES OF THE HISTORIC DISTRICT (API) AND EAST TO THE LAKE MERRITT CHANNEL, ENCOURAGE THE DEVELOPMENT OF A MIX OF USES, INCLUDING HOUSING, WITHIN A CONTEXT OF COMMERCIAL, LIGHT INDUSTRIAL/MANUFACTURING USES, AND ANCILLARY PARKING.

The area east of Broadway to the Lake Merritt Channel, between I-880, the Embarcadero and 2nd St. east of Oak Street is characterized by a number of food-related businesses, warehouses used for storage and distribution of products, some office uses, as well as a mixture of service and support uses.

A mix of uses, including housing, should be encouraged in order to support the retail and entertainment uses in the adjacent districts, and to help promote a more secure and vital environment with a day and nighttime population.

Other uses, including light industrial, warehousing and distribution uses, should also be encouraged to remain within this area. To accommodate the desired mixture of uses and minimize land use conflicts, new development should incorporate appropriate measures to recognize these existing uses and related activities and provide appropriate buffers to adjacent land uses.

New development should maintain the character of the existing multistory warehouses and industrial buildings.

- ❑ Active, publicly oriented ground-level uses with windows and doors oriented toward the street, and build-to lines along streets are encouraged.
- ❑ Use of industrial materials (e.g. corrugated metal, glass, steel) should be encouraged.
- ❑ On-site parking and loading should be concealed from view from the street and/or encapsulated within the buildings. Surface parking lots should be well landscaped.

The existing plaza at the Amtrak Station should be retained as open space and for transit drop-off. Development on the remainder of the site should be designed to accentuate the civic gateway function of the rail terminal building.

Waterfront Warehouse District

POLICY JL-6: ENCOURAGE THE PRESERVATION AND ADAPTIVE REUSE OF EXISTING BUILDINGS IN A NEW WATERFRONT WAREHOUSE DISTRICT. USE OF BUILDINGS AND NEW INFILL DEVELOPMENT SHOULD INCLUDE JOINT LIVING AND WORKING QUARTERS, RESIDENTIAL, LIGHT INDUSTRIAL, WAREHOUSING & DISTRIBUTION, WHOLESALE, OFFICES AND OTHER USES WHICH PRESERVE AND RESPECT THE DISTRICT'S UNIQUE CHARACTER.

The Waterfront Warehouse District occupies portions of the nine blocks, bounded by the entire existing historic district Area of



Over the past five years numerous work/live and loft studio projects have been developed in the Jack London District.

Primary Importance (API). This district has a significant concentration of well-preserved warehouses whose unique physical characteristics are associated with the historic use of the Estuary. The district is currently a viable warehouse district with a variety of industrial activities.

The district is also home to new residents, artists & artisans, and professionals. Recent private initiatives have adapted many existing buildings for re-use as residential, offices, joint living and working quarters, and smaller commercial tenants such as design firms, computer and multi-media businesses, law firms, consultants, restaurants, etc. This mixture of uses and activities should be encouraged to help promote a 24-hour population.

Other uses, including office, light industrial, warehousing, distribution, and ancillary parking, should continue to be encouraged.

Adaptive re-use of existing buildings, as well as new infill development, should be encouraged. In order to preserve the character of the district, development should be compatible with adjacent uses, and incorpo-

rate physical features that reinforce the district's unique scale, historic flavor and activities. Zoning regulations should be flexible enough to accommodate the diverse mixture of uses and activities that define the district. The following should be promoted:

- ☐ Active, publicly oriented ground-level uses or habitable spaces built to property lines with windows and doors that are oriented toward the street,
- ☐ Build-to lines along streets.
- ☐ Adequate setbacks and separations between adjacent buildings.
- ☐ Distinguish building mass or elevations into different components of approximately one-quarter block or less.
- ☐ Character-defining architectural features and appurtenances, including multi-paned sash windows, parapets and simple restrained cornices, sidewalk canopies and awnings, flat roofs, rooftop features, historic signs, etc.

- ❑ Balconies and areas of private open space should be discouraged on the front elevations of buildings. Rather, they should be in the back of the building, between buildings, or as roof-top terraces, and designed to avoid privacy impacts on adjacent buildings.
- ❑ Use of industrial materials (e.g. concrete, masonry, metal, brick, glass, steel), to reinforce the interesting mix of exterior building materials..
- ❑ On-site parking and loading concealed from view from the street and/or encapsulated within the buildings. Surface parking lots should be well landscaped.

Light Industrial District

POLICY JL-7: MAINTAIN LIGHT INDUSTRIAL AND WAREHOUSING USES WEST OF MARTIN LUTHER KING, JR. BOULEVARD.

The Estuary Policy Plan recommends maintaining light industrial activities, including warehousing and distribution uses, west of Martin Luther King, Jr. Boulevard where a concentration of industrial activities exist. Of-

fice and retail uses should be encouraged within this area as well, to promote economic diversity. These uses should be carefully screened to ensure that they are compatible with existing industrial activities and with the adjacent West Oakland neighborhood north of the I-880 freeway.

Light industrial uses should also be considered within other portions of the Jack London District, including the Off-Price Retail District and the Produce District.

Waterfront Mixed Use District

POLICY JL-8: ENCOURAGE THE MIX OF USES EAST OF ALICE STREET TO PROMOTE LAND USE COMPATIBILITY, WHILE MAINTAINING AND ENHANCING WATERFRONT VIEWS AND ACCESS.

Along the waterfront East of Alice Street are two large residential developments (Portobello condominiums and the planned complex on the Port's 9-acre 'Site B'), separated by the KTVU television station. Given the differentiation of land uses, and the large-scale, self-contained nature of each, development continuity is lacking. They should be better integrated with each other, with the

surrounding area, and with the waterfront. These developments can be enhanced with exterior site treatments which use common features (such as lighting and street furniture), coordinated landscaping and architecture, and other amenities. It is particularly important that the waterfront promenade be a unifying feature which ties together the disparate developments and maintains continuity of waterfront access. At the same time, site enhancements should strive to strengthen connections between the waterfront and inland areas. In addition, the boundaries of these sites with the adjacent Jack London Square Phase II projects (See Policy JL-2) and Estuary Park (See Policy OAK-2.1) should be carefully considered as projects develop, to enhance compatibility.

SHORELINE ACCESS & PUBLIC SPACES

While Jack London Square has established itself as a popular regional destination, the full potential of its public environment is still unrealized. Simply providing additional retail and entertainment venues, while important, is not enough to make the district an attractive, inviting destination. It is equally important to enhance the public spaces and to offer opportunities for general interest activities out

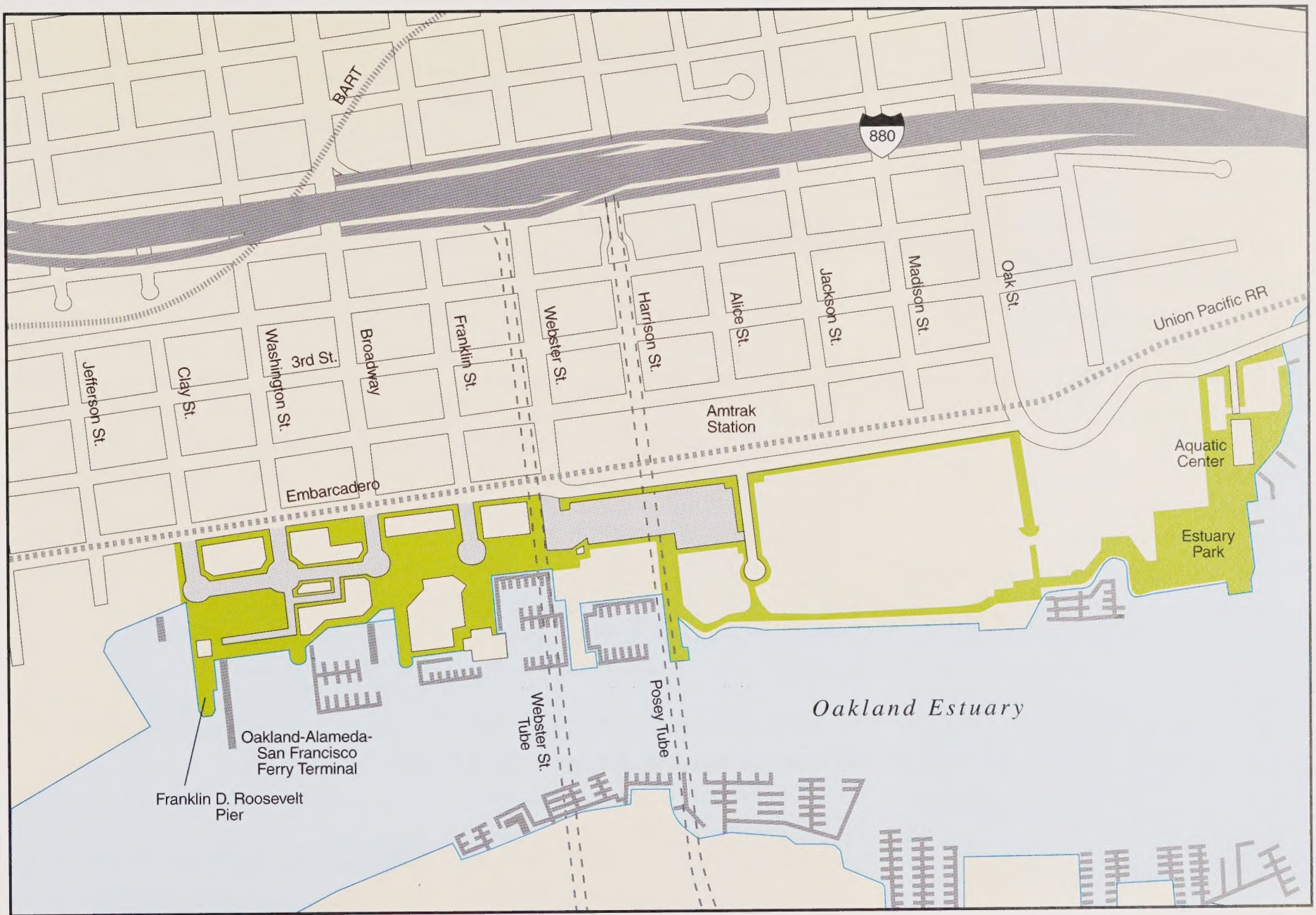


FIGURE III-4: **Jack London District Existing Public Access and Open Space**

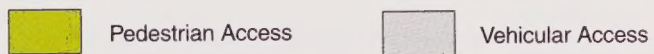




FIGURE III-5: Jack London District Illustrative Shoreline Access and Public Space Plan

- | | | | |
|---|------------------|---|---|
| ① "Meadow Green" | ④ "Marina Green" | ●●●● Upgrade lighting and landscaping along Broadway | ■ Create linked system of public open spaces oriented to Estuary. |
| ② Broadway Plaza | ⑤ Webster Green | ▤ Preserve and extend awning/arcades along Franklin Street | ➔ Create uninterrupted shoreline band of public access. |
| ③ Broadway Pier Extension | ⑥ Greenway | ●●● Undertake streetscape improvements to enhance pedestrian environment/linkages | ⋯ Preserve and enhance views to the Estuary. |
| * Improve Broadway Freeway undercrossing with Major Gateway Element | | | □ Improve visual access and lighting under freeway |

side of the buildings.

Currently, public space along the Jack London District waterfront is inconsistent. Sprinkled throughout the district are good examples of areas for public access, gathering, and overall enjoyment of the water's amenities. However, there are also areas where easy access and enjoyment are not as evident; where access is interrupted or constrained at key points; where pedestrian areas are compromised by conflicts with automobiles; where dramatic views to the water from inland areas are not evident; where design of amenities is not cohesive or inviting.

It is not the total amount of open space that is at issue, but rather where the open space is located and how it is designed, structured and managed. Therefore, policies promoting better shoreline access and enhanced public use within the Jack London District emphasize:

- ☐ Improving existing public spaces
- ☐ Adding additional open space for variety of recreational pastimes

- ☐ Maximizing opportunities to use the water
- ☐ Insuring continuity and cohesiveness of design
- ☐ Maintaining and enhancing views
- ☐ Staging of special events
- ☐ Minimizing pedestrian/vehicular conflicts

POLICY JL-9: ESTABLISH A WELL STRUCTURED SYSTEM OF WATER-ORIENTED OPEN SPACES, CONSISTING OF THE FOLLOWING ELEMENTS.

JL-9.1: Improve existing shoreline access, open spaces, and connections between inland areas and the water:

The grid of city streets should be the basis for establishing public access between the inland areas and the water. The full width of the street grid system should be preserved, and wherever feasible, be extended to the Estuary shoreline.

- ☐ ***The "Meadow Green":*** Approximately two-thirds of the existing open area west of the Waterfront Plaza Hotel (referred to as "Site A" or the "Meadow") should be maintained as open space. The site should be enhanced by maintaining the lawn, and adding street furniture, lighting and other amenities for active and passive use. Existing surface parking along the shoreline edge should be removed to extend the park to a pedestrian promenade along the edge of the water.

This open space should be designed and programmed to take advantage of the extraordinary activities that surround it. Existing views of the Howard Terminal cranes



Much of the open space in Jack London Square is shared with automobiles which creates pedestrian conflicts and confusion.

and the Estuary, proximity to the historic boat basin, FDR Pier, the ferry terminal, the Waterfront Plaza Hotel, Port building as activity centers all contribute to the uniqueness and popularity of the site. These elements should be reinforced as the site is upgraded.

The remainder of the site should be developed as a freestanding restaurant, dining pavilion, or other attraction that is carefully oriented to complement the Meadow Greetn and the surrounding activities. (See Policy JL-1.2) .

- ❑ *“The Broadway/Franklin” Plaza:* The Barnes & Noble plaza, including the adjacent Broadway and Franklin street ends, should be reconfigured as necessary to create an active pedestrian-friendly open plaza. The plaza should function as the ‘main square’ of the Jack London district. It should be designed and programmed to accommodate events, kiosks, displays, the annual Jack London Christmas tree, and other temporary uses and activities which attract large groups of people. Surrounding restaurants should be encouraged to use

the space as an extension of their outdoor dining facilities.

In addition, the plaza should accommodate creation of a suitable landmark terminus of Broadway, in keeping with significance of Broadway’s role and civic importance.

The plaza should be designed to accommodate service and emergency vehicles. Valet parking currently servicing the restaurants should be limited to drop-off and pick-up only. Specifically, automobiles should not be stored or parked in the plaza. Visitor parking should be accommodated in the Barnes & Noble garage or other suitable parking facilities. (See Policy JL-13)

- ❑ *Shoreline Promenade:* The shoreline walkway between the Waterfront Plaza Hotel and Estuary Park should be improved. Currently, it is not a continuous path and it lacks continuity. It should be upgraded as a ‘promenade’, suitable for comfortable casual strolling, with appropriate landscaping, lighting, benches, and other pedestrian amenities.

Significant segments of the promenade are scheduled to be developed as part of the adjacent marina reconstruction project at Jack London Square, and by the development of ‘Site B’ between Jack London Village and KTVU. The remainder promenade should be completed as soon as possible or as adjacent projects are realized. Portions of the existing waterfront walkway that are currently obstructed or otherwise substandard should be improved as opportunities arise.

- ❑ *Extend the promenade to the historic boat basin:* A walkway and/or pile-supported deck along the eastern edge of the historic boat basin between Clay and Jefferson streets should be established to provide public access to the water and vessels.
- ❑ *Remove Pedestrian/Auto Conflicts:* Throughout Jack London Square, public areas should be designed and managed to avoid pedestrian/automobile conflicts, so that pedestrians take priority. On the water side of the Embarcadero, parking lots, valet services, deliveries, and vehicular access generally should be limited to what is absolutely necessary. Necessary vehicular

services should be designed and managed to insure that vehicles are hidden from public view and circulate in off-hours, avoiding pedestrian activities.

As the waterfront becomes a destination in itself, it is no longer essential for individual restaurants to have front door drop-off, unless to accommodate the elderly or disabled. In no cases should cars be parked in the plaza areas. To ensure convenient attendant parking when needed, valet parking kiosks should be relocated to an area near the entrance to the Barnes and Noble garage or other nearby garage locations (existing and planned). (See Policy JL-16)

JL-9.2: Create new open spaces that expand the opportunities to view, appreciate, and enjoy the water's edge. New waterfront open spaces should be created: one along the waterfront in the Phase II portion of Jack London Square, and one that connects this space toward downtown Oakland, along Webster Street.

- *The “Marina Green”:* Development of Phase II of Jack London Square (See Policy JL-2) should include an approximate one-

acre open space to be located adjacent to the marina, between the water, Webster and Harrison Streets. This space, referred to as the “Marina Green”, would complement the “Meadow Green”, a similar space at the western end of the Jack London Square project.

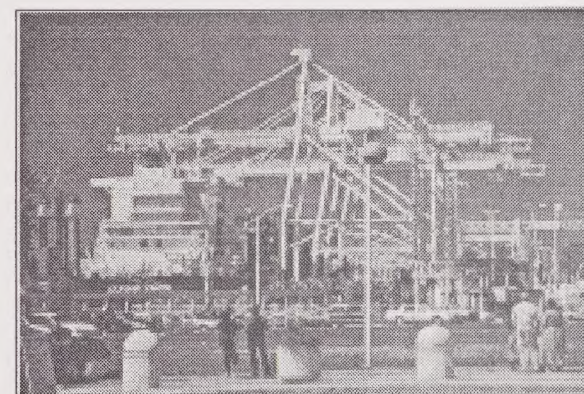
The Marina Green should be developed to accommodate a multitude of passive recreational activities. Framed by a proposed hotel on the existing Jack London Village site, the marina, and other development to the north and east (See Policy JL-2), the Marina Green should provide an attractive place for people to gather for casual recreation, passive enjoyment, or to attend an event.

The Marina Green should also be designed to connect to the planned “Webster Street Green” (see below) and the waterfront promenade and greenway between Alice Street and Estuary Park. The harbor master building for the Jack London marina should be located on the Marina Green. It should be carefully sited and designed to complement the green and to provide views

of the waterfront, in addition to marina related and other public services.

- *“Webster Street Green”:* Webster Street (between the water and I-880) should be reconfigured to create an attractive greenway that can function both as an important pedestrian route to the waterfront and as an attractive open space amenity for the mixed-use loft district that is emerging around it.

The Webster Street right-of-way is adjoined by an easement over the Webster tube to Alameda. As such, it is unbuildable. By relocating the surface parking lots above the tube, the easement and street right-of-way



Views to the maritime activities of the Howard Terminal should be preserved as a unique feature of Oakland's waterfront.

can be designed to create the Webster Street Green.

- ❑ *To develop additional open spaces, provide setbacks from the water's edge for generous areas of greenways, promenades, and other public gathering places between Clay and Alice streets.*

Generous setbacks should be provided from the water's edge and be well integrated with any development in the area. Outdoor cafes and seating should be encouraged along the frontage of Water Street and the waterfront promenade.

- ❑ *A new public access pier at the foot of Broadway. A public access pier should be con-*



The Estuary is a popular venue for rowing and other recreational boating.

structed that extends to the pier-head line at the terminus of Broadway to afford pedestrians the opportunity to go beyond the marinas for views up and down the Estuary, toward San Francisco and the Howard Terminal.

JL-9.3: Maintain and enhance view corridors to the Estuary. Maintain the full width of existing view corridors, and establish additional view corridors. The streets provide important view corridors to the waterfront which should be maintained. Where the grid pattern of streets is interrupted, other view corridors should be established, if feasible. Several key viewsheds are important to maintain or establish, as follows:

- ❑ *Views of the Estuary, from along Water Street.*
- ❑ *Views of the marina and Estuary from the intersection of Franklin and Water Streets, and from along the shoreline promenade.*
- ❑ *Views of the Howard Terminal cranes and operations, from the intersections of Water and Washington streets, and Water and Clay Streets.* These views provide the most dramatic juxtapositions of scale and activity

between the working and urban waterfronts, and should be maintained as a unique feature of Oakland.

- ❑ *Views of the Estuary from Water Street across the proposed Marina Green and from the foot of Webster Street to Harrison Street.*
- ❑ *Opportunities for public viewing of the Estuary, the Inner Harbor, and the San Francisco skyline should be provided from upper levels of development projects adjacent to the Meadow Green, the harbormaster building on the proposed Marina Green, and the proposed hotel in Jack London Square, Phase II.*

JL-9.4: Maximize opportunities to use the water. Ensure that the use and treatment of water spaces reinforce public enjoyment of the Estuary. The Estuary, as it passes through the Jack London District, is a narrow expanse of water, 700 to 900 feet in width. The water space provides an ever-changing stage of activity; one can view 1,000-foot-long container ships negotiating the channel alongside 25-foot recreational sailboats. Other activities, such as rowing competitions, lighted boat parades, powerboat races, etc., all offer the opportunity for people to use the water and appreciate its

value as a recreational resource. In addition, the public is invited to participate in aquatic recreation, via the provision of sailing and rowing classes, recreational boating, marina services, kayak launching, bay excursions on charter vessels, fishing, etc. These activities should be promoted, and supported with high-quality facilities, services and educational programs which encourage the public to participate in the wide range of aquatic activities.

❑ *Jack London Marina.* The pending reconstruction of the Jack London Marina should be accomplished as soon as possible. The Port should insure that it accommodate a variety of boats, plus associated services, programs, transient slips, temporary dockage for ferries, water taxis, charter operations, yacht sales, and ceremonial events.

In order to preserve the remaining areas of open water, no additional marina slips (beyond the current marina improvement project) should be developed between the foot of Harrison Street and Estuary Park.

❑ *Historic boat basin.* The existing cove between Jefferson and Clay streets should be

further enhanced as a historic boat basin, featuring the lightship Relief, the Potomac, and other vessels as appropriate. The boat basin should continue to accommodate fire boats for the adjacent fire station, unless the station is relocated to accommodate additional development.

POLICY JL-10: CONTINUE TO STAGE SPECIAL EVENTS.

Continued use of the waterfront spaces for special events is an extremely important function. It not only serves community needs, but also reinforces the retail, dining and entertainment activities. However, existing spaces that are suitable to accommodate these events are reaching their capacity. Furthermore, it is becoming increasingly difficult to accommodate parking and other services necessary to attract crowds and stage events.

Major events will need to be staged at other locations along the waterfront or elsewhere within the city. However, it is important that events continue to be staged within the Jack London District.

Event locations should include the Broadway-

Franklin Plaza at foot of Broadway (See Policy JL-8.a.1), the Meadow Green, Water Street, the proposed Marina Green between Webster and Harrison streets (See Policy JL-8.2), and along the linking streets of Franklin, Webster, Washington and Broadway. The use of shuttles from the downtown and remote parking sites will be more critical during events. Shuttle services and transit should be promoted and accommodated. (See Policy JL-16)

REGIONAL CIRCULATION, LOCAL STREET IMPROVEMENTS, TRANSIT & PARKING

As it transforms from a predominantly industrial district into a regional destination of mixed use, the Jack London District is experiencing increasing problems of traffic congestion, parking deficiencies, and discontinuous bicycle and pedestrian paths. The following policies provide for the improvement of access and circulation by all modes at both a regional and local scale, and the development of a comprehensive approach to ameliorating existing and future parking problems.

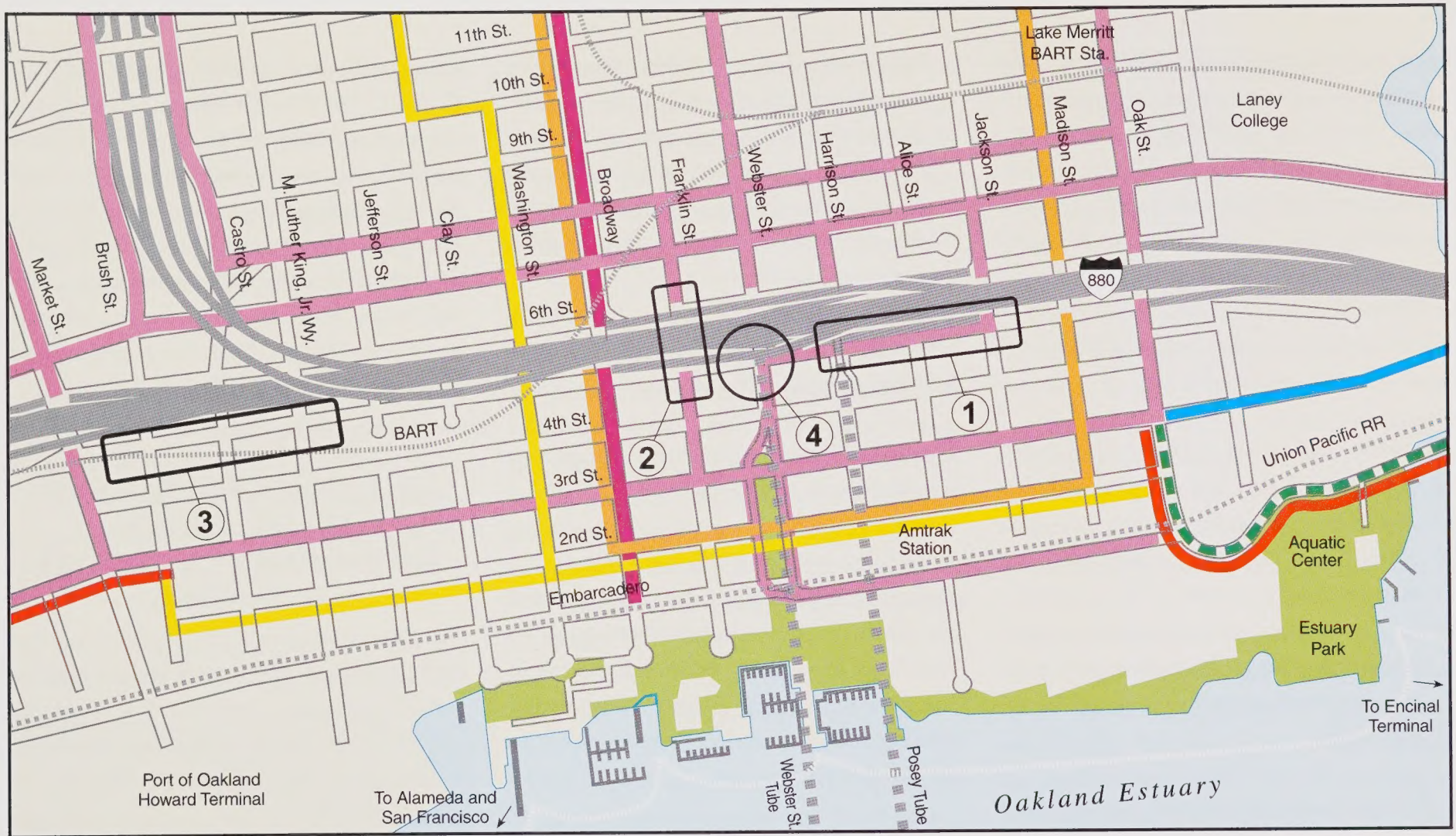


FIGURE III-6: **Jack London District Illustrative Circulation Plan**

- | | | | |
|--|---|---|--|
| <p>① Improved channellization from Posey Tube to Interstate 880.</p> <p>② Franklin Street undercrossing of Interstate 880.</p> <p>③ New off-ramp from Interstate 880 to vicinity of M.L. King, Jr. Way.</p> <p>④ New off-ramp from Interstate 880 to Webster Tube.</p> | <p>Interstate Highways/Freeways</p> <p>Oakland/Alameda Tubes</p> <p>Major Linking Streets</p> <p>Local Streets</p> <p>Estuary Parkway</p> | <p>Open Space and Public Access</p> <p>Class I Bikeways/Pathways</p> <p>Class II Bikeways/Pathways</p> <p>Class III Bikeways/Pathways</p> | <p>Downtown Trolley</p> <p>BART – Bay Area Rapid Transit</p> <p>Passenger/Freight Rail</p> <p>Waterborne Transit (Ferry, Water Taxi)</p> |
|--|---|---|--|

Regional Circulation

POLICY JL-11: WORK WITH CALTRANS TO IMPROVE DIRECT ACCESS FROM I-880 TO THE ALAMEDA TUBES TO REDUCE REGIONAL TRAFFIC ON LOCAL STREETS IN THE JACK LONDON DISTRICT.

Vehicular traffic between the city of Alameda and other parts of the Bay Area is currently dependent on the local streets of the Jack London District. As a result, there are chronic congestion problems at key entry points to the waterfront district.

Similarly, traffic from Alameda using the Posey Tube must negotiate through city streets (i.e.,



The I-880 overpass along Broadway creates a physical and psychological barrier between downtown and the waterfront.

Harrison and Seventh) to gain access to the Jefferson Street on-ramp to I-880. Congestion on city streets by regional traffic has a direct effect on the ability of these streets to provide efficient local access. Improvements should be pursued, in conjunction with Caltrans, the City of Alameda, the Metropolitan Transportation Commission, and the Alameda County Congestion Management Agency. Accordingly, specific improvements should be made to the Alameda Tube connections with the freeway viaduct:

- ❑ *The Jackson Street eastbound ramp from I-980 should be modified to allow a direct exit to the Webster Street Tube without traveling on Fifth Street.*
- ❑ *The walls of the Posey Tube north of the portal structure should be modified, and the capacity and channelization of traffic improved.*

POLICY JL-12: WORK WITH CALTRANS TO PROVIDE EXIT OFF-RAMPS FROM I-880 TO DIRECTLY SERVE DOWNTOWN OAKLAND AND THE JACK LONDON DISTRICT.

The recently built I-880 (Cypress Freeway) does not accommodate direct access to or from downtown or Jack London District. Automobiles coming from the San Francisco area with destinations to downtown Oakland or Jack London District must take the following three, less direct options: (1) bypass the new freeway addition of I-880, take I-980 and exit on 14th or 11th Street; (2) take I-880, exit on the new Union Street off-ramp and take local streets; or (3) from I-980, exit at Jackson Street and double back taking local streets.

This has had a debilitating effect on the attractiveness of two of the City's primary visitor destinations. Preliminary traffic assessments reveal that off-ramps from I-880 to downtown and Jack London District are potentially feasible. The City should continue to work with the Port, Alameda Congestion Management Agency (CMA), and the City of Alameda to develop plans for off ramps which directly serve the area.

Local Street Improvements

POLICY JL-13: IMPROVE THE STREETS WITHIN THE JACK LONDON DISTRICT TO CREATE AN INTEGRAL SYSTEM OF OPEN SPACE, LOCAL ACCESS, AND OVERALL CIRCULATION, WHILE PROVIDING BETTER LINKS BETWEEN INLAND AREAS AND THE WATERFRONT.

In the Jack London District, with its multiple destinations and attractions, the street system provides key pedestrian, bicycle, auto and transit connections from one place to another. The north-south streets that traverse beneath the freeway, including Broadway, Washington, Webster, and Franklin, are particularly important in providing linkages between downtown Oakland and the waterfront.

In addition to their utilitarian function of facilitating movement, streets and sidewalks play an important role in establishing a strong public environment. Enhancements to the “streetscape” should improve the overall environment and attractiveness of the district, create a sense of design continuity, and improve safety.

At a minimum, the local streets should have continuous sidewalks, improved lighting, and street furniture. And, the streets should be designed to “calm” traffic. Convenient on-street parking should be provided. (See Figure III-7)

Streetscape improvements should be made in areas of the Jack London District where the greatest concentrations of pedestrian activity

are expected, from Martin Luther King, Jr. Boulevard to Oak Street, and along streets that will provide critical links to adjacent neighborhoods. These include Broadway, Washington, Franklin, Webster and Third Street.

JL-13.1: Improve Broadway in a manner appropriate to its civic scale and role in connecting the waterfront with the downtown. Broadway is Oakland’s principal ceremonial



Franklin Street should become an expanded venue for the City's weekly farmers market.

and civic street and transit hub, connecting the eastern hillside neighborhoods with the downtown core and the heart of the Jack London District. Like Market Street in San Francisco, Broadway deserves a treatment and terminus appropriate to its stature in the city, reflecting the importance of the coming together of the city and the bay.

In addition to enhancing the civic identity of Broadway and its role as the principal public space connecting downtown with the emerging waterfront entertainment district: making the following improvements could enhance the investment climate of the area, and could help attract new development:

- ❑ *Public Art:* A landmark public art element should be constructed beneath and against the I-880 freeway viaduct. Making the viaduct as user friendly as possible is absolutely necessary to diminish the barrier effect of the I-880 between downtown and the waterfront. In addition to creating an attractive pedestrian link the art piece should establish a highly visible and distinctive gateway. The design of the feature should aim to create a strong sense of arrival at the waterfront and

complement the existing arch at the foot of Broadway. Improving the pedestrian environment beneath the structure with lighting, paving, and signage should be undertaken immediately.

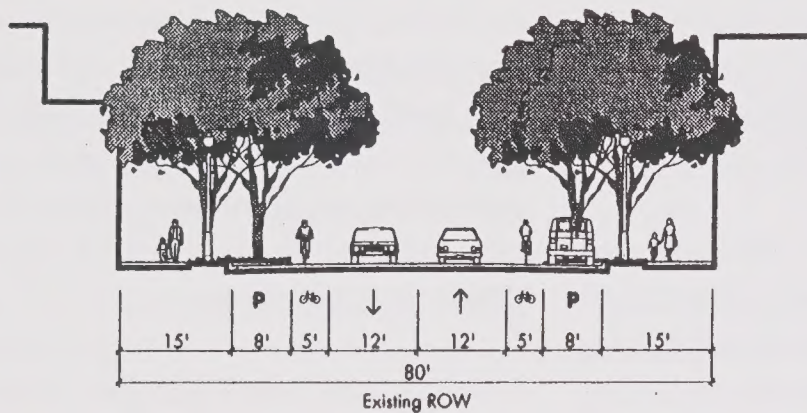
- ❑ *Lower Broadway:* The blocks between Sixth Street and the Embarcadero should be upgraded with improved paving, lighting, street trees, banners, and other streetscape elements that promote the street's identity as the heart of a vital entertainment district. The existing sidewalks should be improved to accommodate outdoor dining, which can help energize the street as an active public place. Consideration should be given to extend existing streetscape elements in Jack London Square (e.g., lighting, furniture, and banners) north of the Embarcadero along Lower Broadway to forge a stronger visual link and a sense of continuity of between the two areas.

JL-13.2: Strengthen the pedestrian character of Washington Street. Washington Street provides an important direct connection from the heart of the waterfront to Old Oakland and the downtown convention center. Since

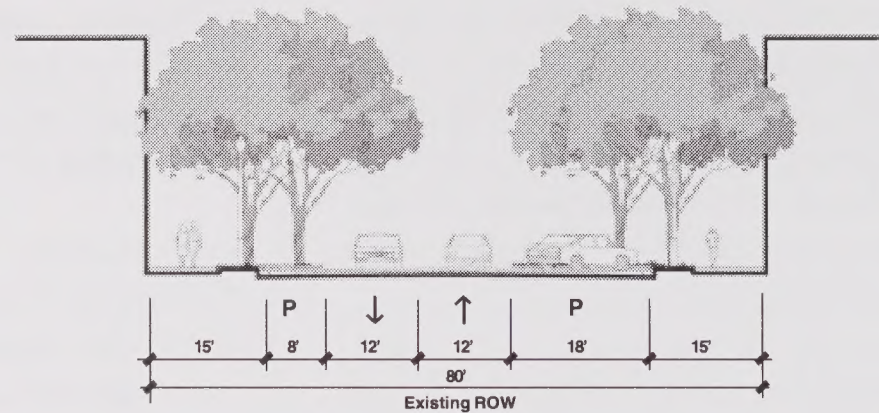
the completion of the Jack London Cinema and Yoshi's, it has become a busy street in the local network. As the entertainment and off-price retail districts develop and intensify, it will be important for the pedestrian orientation of Washington Street to be enhanced and extended northward to Old Oakland and downtown.

As development along Washington Street occurs, it should be encouraged to locate public-oriented activities on the ground floor. Improvements to the street, including new lighting, street trees, and paving, should be made along its length.

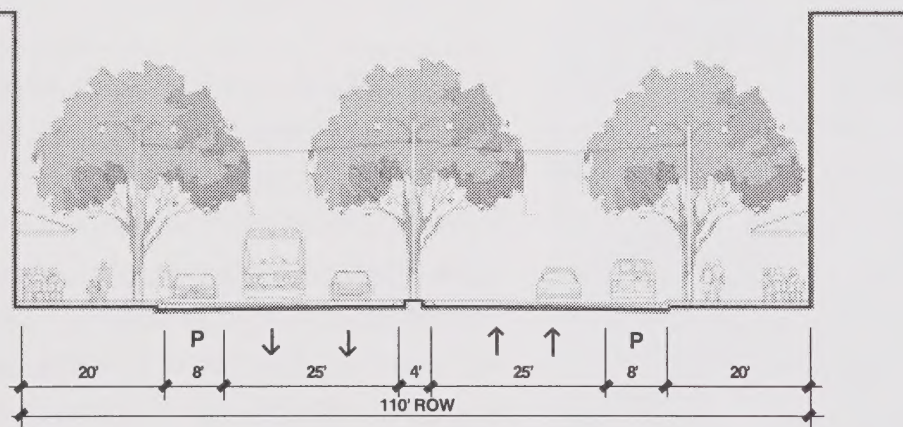
JL-13.3: Reinforce a food and market orientation on Franklin Street. Since the Produce District was established in 1907, Franklin Street has played a distinctive role as a market street, lined with projecting canopies and enlivened with colorful activities. It is desirable for the area and the street to retain some aspects of its original role and character. The Estuary Policy Plan suggests preservation of the existing market buildings and adaptive reuse and rehabilitation for a variety of uses, including food-oriented retailing. (See Policy JL-4)



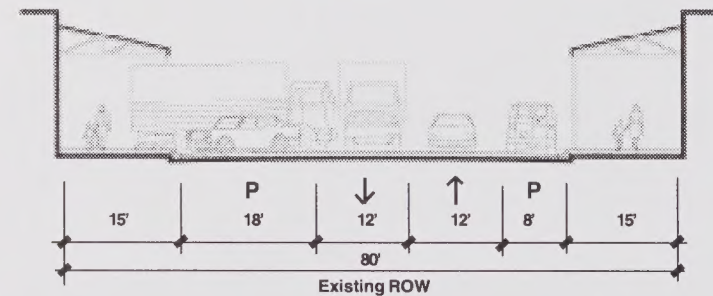
Washington & 2nd Streets - Jack London District
(With one vehicular and class II bike lane in each direction.)



Typical North/South Street - Jack London District
(With one vehicular lane in each direction.)



Broadway
(With one vehicular lane in each direction and a single shared turn lane at intersections only.)



Franklin Street - Jack London District
(With one vehicular lane in each direction and a single shared turn lane at intersections only.)

FIGURE III-7a=: Jack London District Illustrative Street Cross Sections

Accordingly, Franklin Street should be considered as an expanded venue for the city's weekly farmers market. Accordingly, the design of the street should include:

- ❑ *The configuration of the street* should provide enough space and services for food stalls along the street, including provisions for electrical and water hookups.
- ❑ *The awnings of adjacent buildings* should remain as a principal physical feature of the street. As new development occurs in areas beyond the boundaries of the historic district, the awnings should be extended to provide a continuous pedestrian experience.



Many of the streets within the Jack London District are unimproved reflecting the historic role of the area as an industrial warehouse district.

- ❑ As the historic heart of the Produce District, *the corner of Franklin and Third streets should be targeted for street-oriented retailing uses.* An emphasis on food would be in keeping with the street's history and identity and the emerging role of the district as a mixed-use residential neighborhood.

JL-13.4: Develop significant pedestrian improvements along Webster Street that create a strong link to the waterfront. Webster Street is the easternmost north-south street within the Jack London District, which permits unimpeded at-grade pedestrian access to the waterfront from downtown Oakland. It is possible today to walk along Webster Street from Chinatown to the waterfront. As such, the street plays an important linking role that should be aesthetically enhanced.

As discussed elsewhere, a 'greenway' should be developed along Webster Street to create an open space and pedestrian link to the waterfront. This open space should take advantage of Caltrans easements which prohibit building over the Alameda tubes. It should be located over the tube right-of-way and be integrated with streetscape improvements to

create a distinctive "green" street space and amenity within the area. (See Policy JL-8.2)

JL-13.5: 2nd & 3rd Streets: Reinforce Second and Third Streets as an east-west connector for pedestrian, vehicular and bicycle movement. Second Street is the principal east-west movement corridor through the Jack London District. This route connects to Third St. at Brush toward Mandela Parkway and plays an important role as a direct connection between Mandela Parkway in West Oakland, Jack London District, Oak Street and the proposed Embarcadero Parkway along the remainder of the Estuary. The removal of the railroad tracks within the street and the gradual conversion of industrial buildings, particularly east of Martin Luther King, Jr. Boulevard, affords the opportunity to improve the visual and pedestrian environment of this street.

The right-of-way should be improved to accommodate parallel bike lanes and curbside parking. Distinctive landscaping and lighting along the street should be introduced to establish a strong continuity between West Oakland and the waterfront.

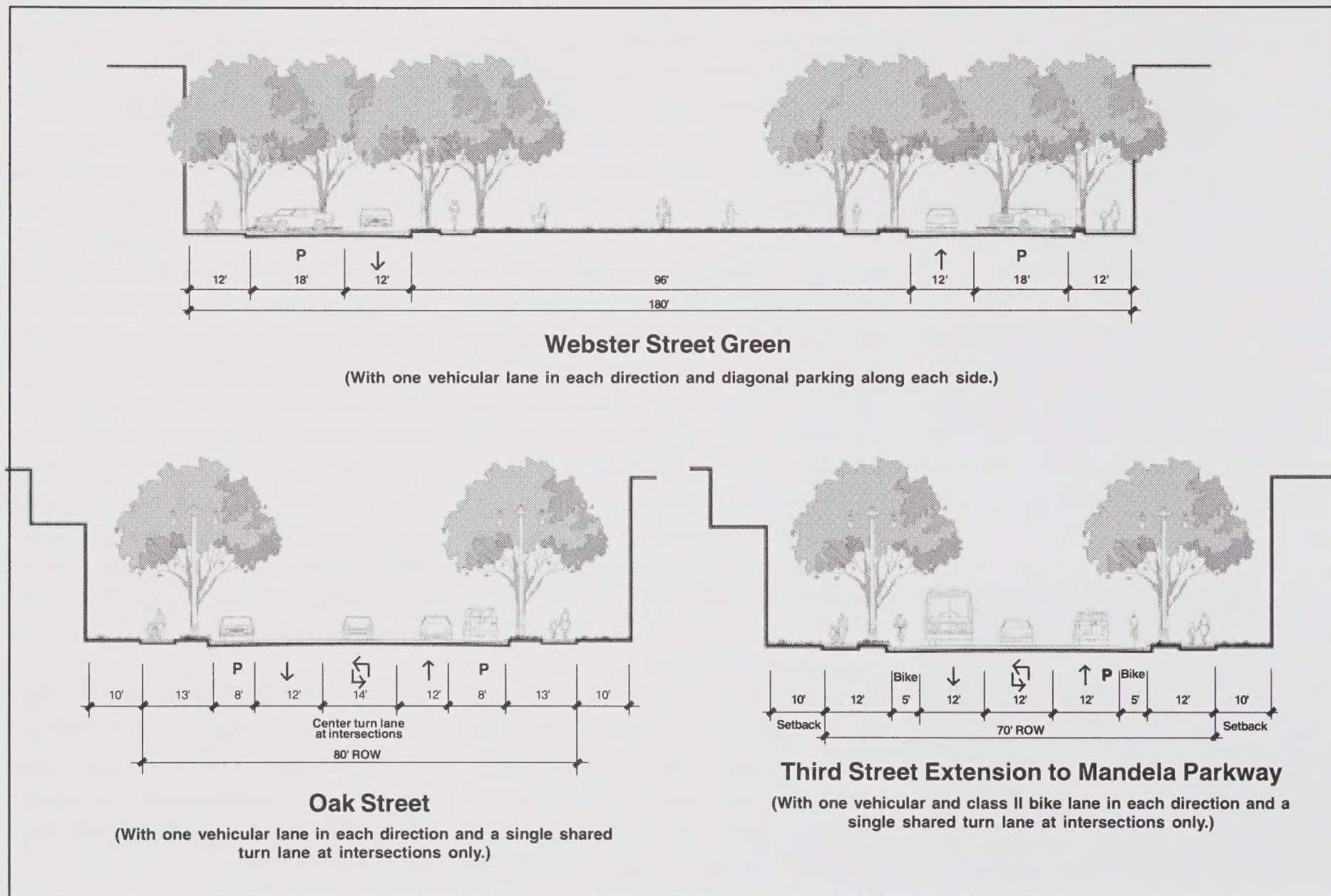


FIGURE III-7b: Jack London District Illustrative Street Cross Sections

Transit

POLICY JL-14: PROVIDE FOR INCREASED TRANSIT SERVICE TO THE JACK LONDON DISTRICT.

The continued success and viability of the Jack London District as a mixed-use neighborhood and regional entertainment destination will rely upon improved transit service. For the district to sustain growth and expansion, it will not be able to rely solely on the automobile. Transit plays an increasingly important role in bringing people to the waterfront and providing convenient circulation within the district.

Enhancement of transit service and facilities should be promoted in the following manner, with an overall goal to provide 24-hour service.

JL-14.1: Expand Bus Service. Broadway is the main trunk of bus service, accommodating most of the City's bus routes. While Broadway should continue to be the primary transit corridor, other transit corridors should be developed. These should also be focused

along 2nd Street, Washington, Oak and Franklin Streets (when improved).

JL-14.2: Expand the downtown shuttle/trolley service to the waterfront. The implementation of a reliable, efficient shuttle/trolley service on Broadway is a key action that could strengthen links with the downtown. Rubber-tire trolley service should be re-established along the Broadway corridor. The route between downtown and the waterfront should be the principal focus of this service. As demand increases, however, routing could be expanded and a loop system created with connections to the Amtrak station, the Museum District, and the Lake Merritt BART station.

JL-14.3: Support ferry and water taxi service. Increased commuter ferry and water taxi service should be encouraged to serve the Jack London District and other areas of the Estuary. As waterfront redevelopment in both Oakland and Alameda takes place and as development occurs further up the Estuary, new landing sites, facilities and parking should be provided.

JL-14.4: Explore the potential for a new BART Station to serve the Jack London District. As the Jack London District

develops with higher intensity uses and becomes a greater regional destination, the feasibility of developing a new BART Station should be explored.

JL-14.5: Enhance connections to existing

transit modes and stations. Connections to stations and coordination among transit modes should be enhanced to make transit use easy, convenient and attractive. For example:

- ❑ *Transit Scheduling.* Service schedules of current transit providers (AC Transit, BART, Amtrak, Oakland/Alameda Ferry, Broadway Shuttle, etc.) should be coordinated.
- ❑ *Street Enhancements.* Local streets and pedestrian corridors leading to existing transit stations are important connections which should be enhanced. Improvements along Broadway, Oak, Webster, 2nd and 3rd Streets would provide stronger pedestrian, bicycle and visual connections to District transit stations.

- ❑ *Amenities at Stations:* Amenities (e.g. bicycle racks, lockers, lighting, etc.) should be provided at all stations.
- ❑ *Signs:* Directional signs to various transit stations and other attractions should be appropriately placed throughout the district.

JL-14.6: Encourage incentives for the use of alternative modes of transit. Use of all modes of transit should be encouraged and promoted through various incentives offered to district employees and visitors.

Bicycle Circulation

POLICY JL-15: ENHANCE BICYCLE CIRCULATION THROUGH THE JACK LONDON DISTRICT. Bicycle circulation through the Jack London District is constrained by the lack of clearly designated routes and conflicts with truck and other vehicular traffic. Improved bike routes and facilities should be provided within the district.

JL-15.1: Provide bike lanes on Second and Third Streets. Bicycle lanes (Class II) should

be provided along the 2nd Street and portions of the Third Street corridor, connecting Oak Street and the Embarcadero on the east with Mandela Parkway and West Oakland on the west.

JL-15.2: Establish bike lanes on Washington Street. Bicycle lanes should also be constructed on Washington Street north of Third Street to provide links to the downtown core and Old Oakland.

JL-15.3: Provide bike storage areas in appropriate locations. Parking structures, transit stations, and employment uses greater than 5,000 square feet should provide adequate secure bike storage.

Parking

POLICY JL-16: DEVELOP AND IMPLEMENT A COORDINATED PARKING STRATEGY FOR THE DISTRICT THAT OPTIMIZES THE USE OF PARKING FACILITIES, TAKES MAXIMUM ADVANTAGE OF SHARED PARKING OPPORTUNITIES AND EXPANDS PARKING SUPPLIES.

Parking availability is becoming an increasingly serious challenge in the Jack London District.

Existing regular parking resources (eg. surface lots, street parking, Washington Street garage, Barnes & Noble garage, Amtrak Station, etc.) are now fully subscribed during peak hours. It is clear that additional parking facilities are necessary to handle current, if not future

demand.

However, while demand is increasing, supply is decreasing. Policy direction of this plan is to intensify uses throughout the Jack London District, thereby increasing demand. Development of sites and/or provision of shoreline open space in the district will displace some of the sites that are currently vacant and are used for surface parking. (e.g., Site B, Safeway Lot, Phase II, etc.)

Adding to this shortage is the fact that large events also place an extra strain on parking resources. Furthermore, necessary loading zones for warehouse activity leaves less curb area for on-street parking. And several policy recommendations in this plan could displace existing parking sites.

JL-16.1 Parking Strategy. The City and the Port will collaborate on an effort to address the parking shortage. A specific strategy should

be focused on ways of meeting demand with facilities and services that can be used effectively by multiple users throughout the day and week, and that can serve the broader needs of the entire district. The Parking Strategy should consider the following:

- A thorough analysis of projected district-wide parking supplies and projected future demands, updated regularly.
- A 'Parking Development Program', to identify specific means and locations to increase the supply of parking to serve the entire district; including provision of on-street parking, surface lots (e.g. areas under I-880), stand-alone parking structures, facilities within mixed use projects, etc. All reasonable means of addressing the situation are analyzed as projects are developed. Specific locations should be identified and investigated, for purposes of testing feasibility. Incentives and regulations which encourage use of shared parking facilities should be explored. Recommendations in the program should take into account the increased availability of transit service over time.

- A Valet Management Program, to insure that valet services occur where they are necessary, without infringing on pedestrian areas.
- A Remote Parking Program to secure and manage parking sites necessary to accommodate special events or long-term parking for district employees, Amtrak or BART riders, etc.
- Development of a shuttle system, to provide shuttle services between existing or new parking sites and Jack London District activity centers. During special events, remote parking and shared use of facilities should be considered as primary strategy.
- Administrative measures should be investigated and applied, as appropriate, to generate revenues for parking improvements (e.g. assessment districts or similar mechanisms, parking overlay zones, parking demand management, pricing/fee structure strategies, impact fees for new development).

- Explore incentives and regulations that encourage use of shared parking facilities.

JL-16.2: Relocation of existing parking. The parking strategy should recognize the shortage of parking that already exists, and attempt to address this critical need as soon as possible. Existing parking that is recommended to be eliminated should not be relocated until the time of site development/improvement, or as replacement facilities are developed.



Oak - to - Ninth Avenue District

The “Oak - to - Ninth Avenue” District of the Estuary planning area is situated south of I-880, east of Oak Street, and west of Embarcadero Cove. Encompassing approximately 120 acres, the district includes two distinct sub-areas separated by the Embarcadero and the main line rail corridor. They are the properties between Fifth and Ninth Avenues, projecting into the Estuary south of the Embarcadero. The district includes Estuary Park, the landside areas between Oak Street and Lake Merritt Channel, and the Ninth Avenue Terminal.

Although the Oak - to - Ninth District does not appear markedly different than it did several years ago, it has, in fact, undergone a number of changes. Historically, this portion of the Estuary waterfront primarily served as an industrial and warehousing support district, oriented to and served by the Union Pacific

main line rail tracks and the cargo handling facilities at the Ninth Avenue Terminal. As such, it is isolated from the surrounding urban community, perhaps more than other reaches of the study area. The district is criss-crossed by rail tracks, the freeway, and the Lake Merritt Channel, all of which have become barriers to movement.

Today, the Oak-to-Ninth District is still dominated by warehousing, manufacturing, distribution, storage and transportation activities. However, historic waterfront industries have declined, and waterfront properties have begun the process of industrial conversion. New, smaller scale and nontraditional uses have also emerged within existing underutilized warehouse and industrial buildings to create a lively enclave of artist studios and artisan workshops.

Changes in transportation will create new opportunities for reuse and revitalization. With the consolidation of the Southern Pacific and Union Pacific railroads, the rail tracks along Third Street have been abandoned, providing the opportunity to extend Third Street eastward near West Oakland and will improve bicycle and pedestrian accessibility from the Estuary to Mandela Parkway.

Caltrans’ planned seismic upgrade project for the Fifth Avenue interchange at I-880 could be designed to improve local accessibility and help achieve a better alignment for Fifth Avenue as well as an improved interchange. Finally, the prospect of consolidating maritime activities in the Outer Harbor provides a tremendous opportunity to improve the Ninth Avenue Terminal for greater public access and use.

Several unique circumstances within this district afford opportunities for positive changes that could benefit the entire community.

First, there is a considerable amount of public land. For example, Estuary Park is a significant public asset which can and should be upgraded. It has a historic relationship with nearby Lake Merritt and the Lake Merritt Channel, and there is now a chance to finally reconnect Lake Merritt with the Estuary. These opportunities offer the distinct opportunity to realize long-held community objectives for the creation of a major open space of citywide scale and significance.

With ambitious plans to change land use, this area of the shoreline could be converted into a large-scale network of open spaces and economic development that extend for over 60 acres from Estuary Park to Ninth Avenue. The assemblage of parkland would create the major open space resource in Oakland and, at the same time, establish a recreation asset of regional significance. In areas adjacent to the open spaces, additional development of hotels, cultural activities, and other attractions that take advantage of the unique setting, could help to energize the entire district. And, the

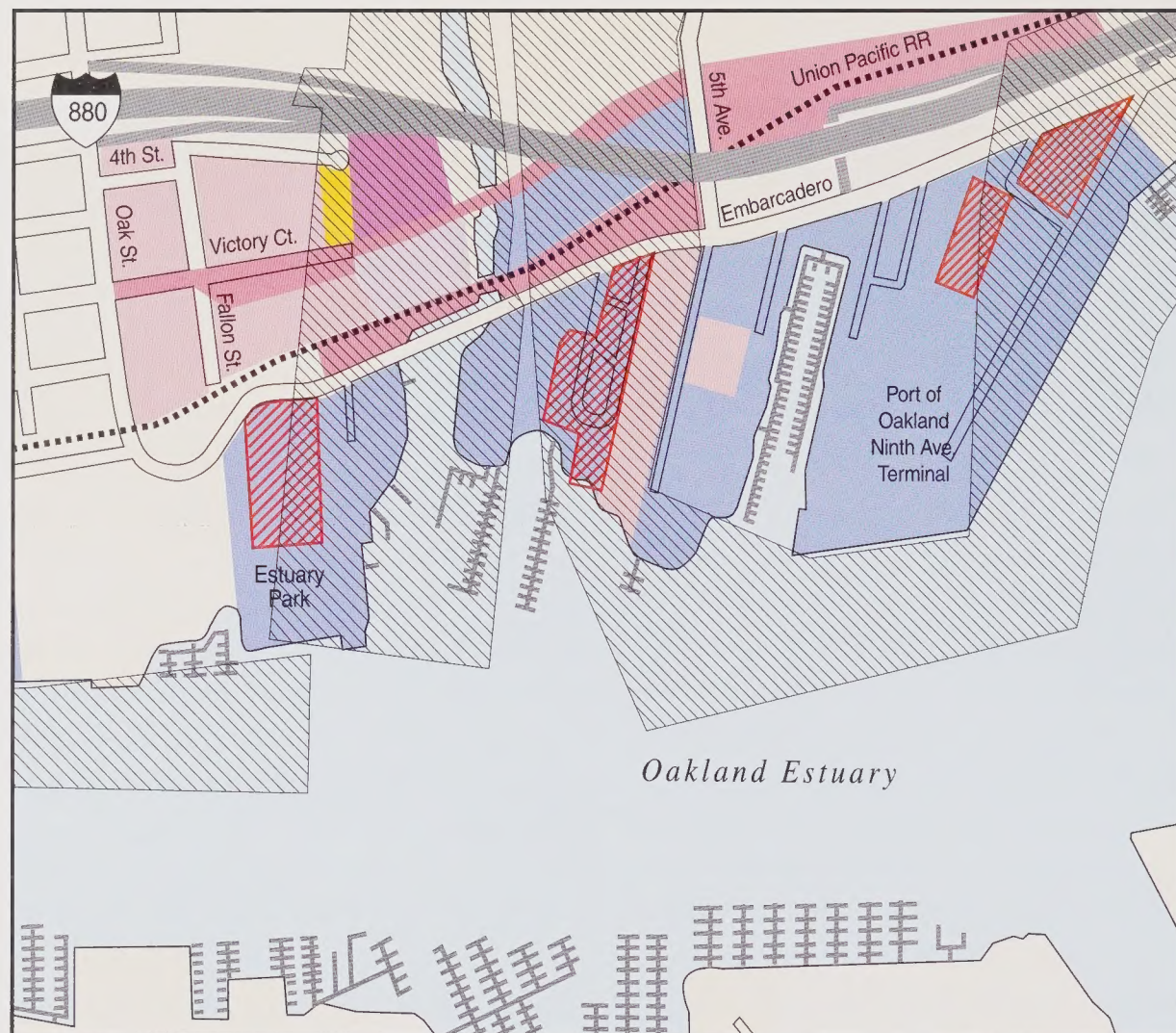
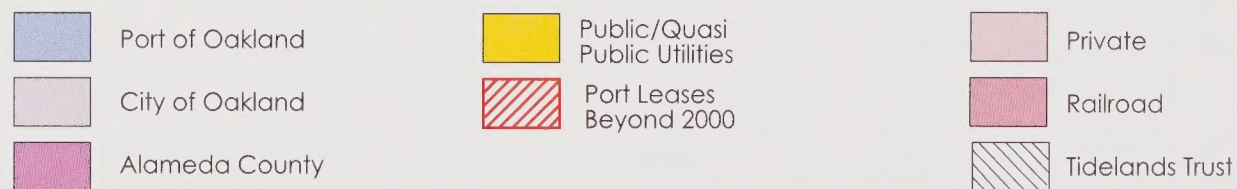
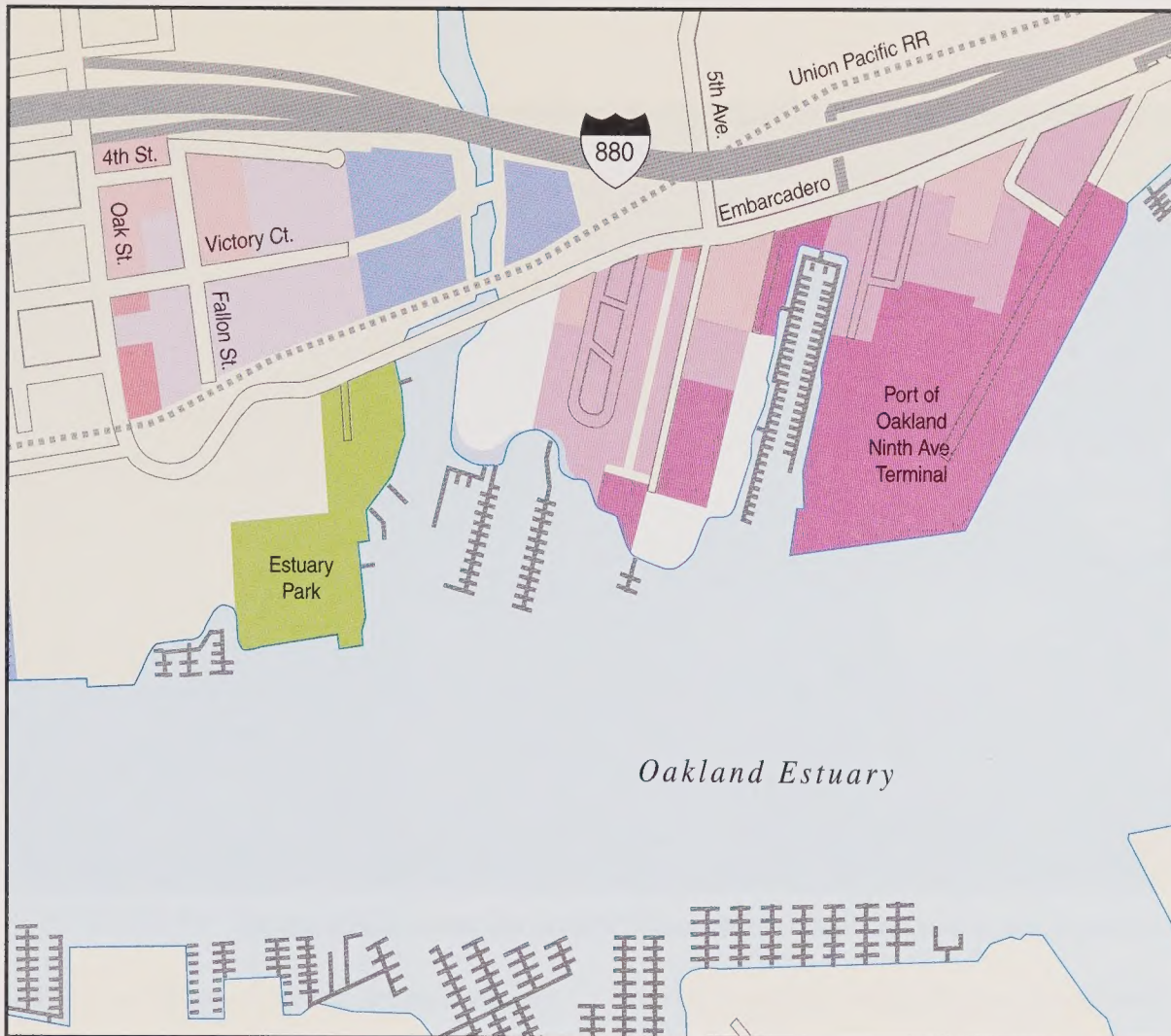


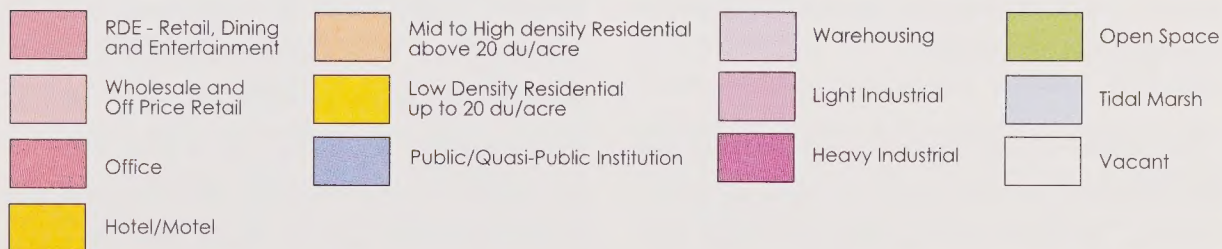
FIGURE III-8: Oak to 9th District Current Ownership





artisan community that currently exists in the area can continue to play a valuable role in the life of the area, and the City.

FIGURE III-9: **Oak to 9th District Existing Land Use**



SHORELINE ACCESS & PUBLIC SPACES

Shoreline access and public space policies are intended to establish this area of the Estuary as the major recreational destination in the city. The Estuary Policy Plan recommends a series of large open spaces, intended to provide for a wide variety of recreational experiences. Developing a series of well-defined open spaces would change the entire nature of the waterfront in this area, transforming it from an industrial backwater into a recreational centerpiece of the city. In total, these sites would represent one of the most significant additions of urban parkland within the entire Bay Area. They would create both a regional and local asset of major proportions.

These spaces are intended to be connected to each other and to a larger city-wide system of trails and parks. Policies recommend strong links to inland communities, Lake Merritt, and Lakeside Park, by enhancing the Lake Merritt Channel. Furthermore, the policies recognize the importance of preserving the area's wetlands, wildlife habitat and other natural features.



A continuous open space and public access link is planned between Lake Merritt and the Estuary.

POLICY OAK-1: PROTECT AND ENHANCE THE NATURAL AND BUILT COMPONENTS THAT ESTABLISH THE WATERFRONT'S UNIQUE ENVIRONMENT.

The Oak-to-Ninth reach of the waterfront has the potential to offer many recreational experiences, in both natural and developed set-

tings. Given the scale and variety of environments encompassed by this segment of the waterfront, many kinds of recreational activity can take place. While it is advantageous to promote recreational activities, the sites' waterfront location is unique. It is important to focus first on preserving the intrinsic qualities of the shoreline, and to insure that the envi-

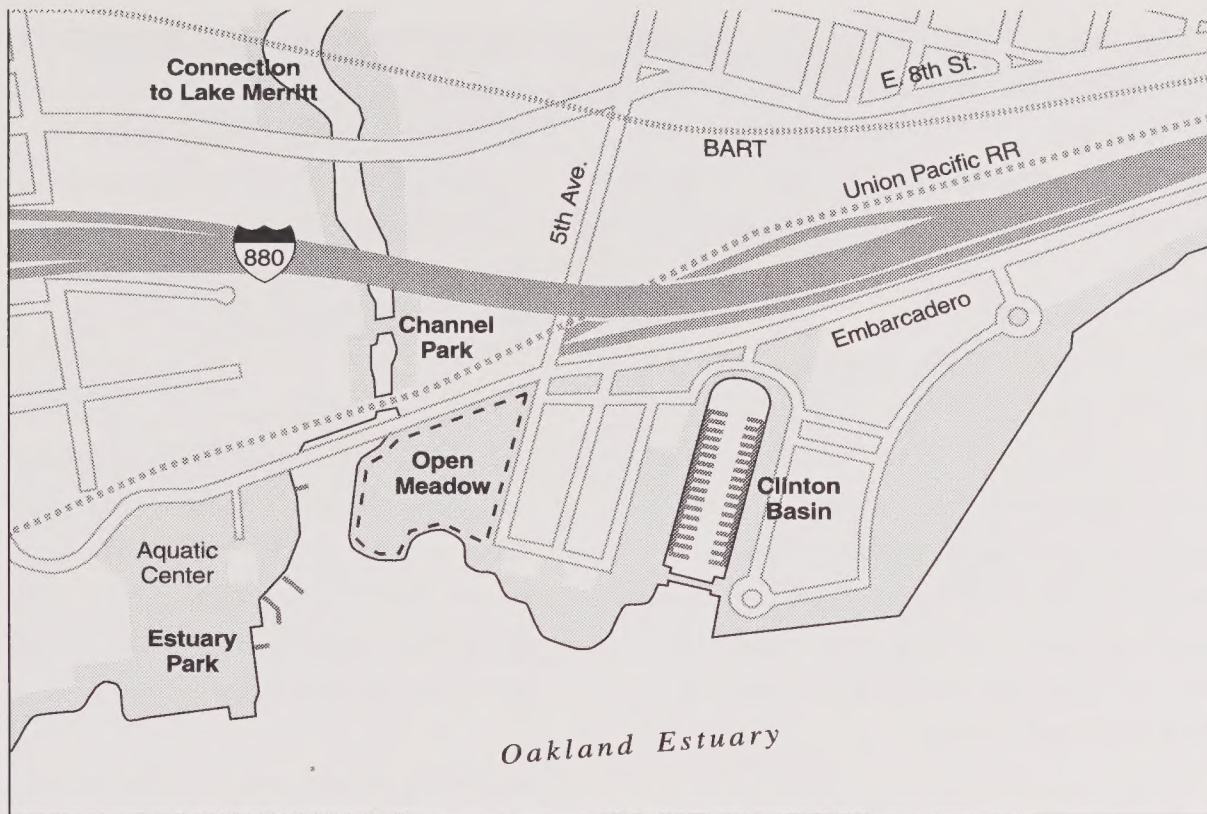


FIGURE III-10: Oak to 9th District Illustrative Open Space Key Map

ronmental values of the site are not compromised.

OAK-1.1: Encourage the preservation and enhancement of wetland areas. The waterfront should be improved in a manner that maintains and enhances the ecological value of the area in general and the Lake Merritt Channel in particular. In some locations, tidelands

function as tidal wetlands, providing marsh habitat for fish, migratory waterfowl, and other animals.

Improvements should be encouraged that restore wetland and marsh habitat. Wetlands should be protected by such treatments as setting back trails from the shoreline, installing suitable buffer planting to prevent disruption

to nesting and resting areas, seasonal routing of pedestrians to avoid sensitive habitats, etc. As improvements and projects are considered, the City and Port should work with interested groups and organizations to ensure appropriate treatments along the shoreline, particularly along the channel on the eastern bank between I-880 and Embarcadero.

OAK-1.2: Provide for continuous pedestrian and bicycle movement along the water's edge.

In this and other areas of the Estuary, continuous bicycle and pedestrian movement is essential to achieving goals for access and implementation of the Bay Trail.

In this district, pedestrian and bicycle movement should be emphasized on all local streets. A network of facilities should provide for pedestrian and bicycle routes as close to the shoreline as possible. It should offer a range of experiences that take advantage of the varying water spaces along the shoreline.

To reduce the barrier effect of channels and waterways that penetrate the land in this area, the existing Embarcadero bridges should be improved across the Lake Merritt Channel on the

south side of the Embarcadero, to provide for pedestrian and bicycle routes.

OAK-1.3: *Undertake remediation of contaminants in conjunction with development and/or improvement of relevant sites.* Typical of many waterfront areas that have historically been in intensive industrial use, contamination has been documented within this district. It will be a consideration in redevelopment of the sites identified.

To date, parties have undertaken initial efforts to characterize surface soil, subsurface soil and groundwater within the Oak to Ninth area. Further investigations should be undertaken to more accurately characterize contamination, and to determine the most appropriate and cost-effective remediation methods that can achieve reuse objectives for this area in a timely and coordinated fashion.

The level and type of soil and groundwater cleanup should be commensurate with the recommended re-use of the affected sites.

POLICY OAK-2: *ESTABLISH A WELL-STRUCTURED, INTEGRATED SYSTEM OF*

MAJOR RECREATIONAL FACILITIES WHICH ACCOMMODATE A WIDE VARIETY OF ACTIVITIES AND WHICH TAKE ADVANTAGE OF THE UNIQUE WATERFRONT SETTING. PROMOTE A VARIETY OF RECREATIONAL EXPERIENCES.

There are opportunities to create several new public spaces and facilities, as discussed below. In keeping with their size, location and regional significance, they should not be developed as isolated elements. Rather, they should be developed as an integrated system extending along the shoreline and inland to Lake Merritt and other parts of the city. Looking at them from west-to-east:

Estuary Park & Mouth of Lake Merritt Channel

OAK-2.1: *Expand Estuary Park. Encourage aquatic sports within the mouth of Lake Merritt Channel.* Currently, the 5.5-acre Estuary Park is the only public open space within the Oak-to-Ninth area, and one of the few parks on the entire waterfront that is close to activity centers. Although it provides access to the water and is used intensively, it also suffers from a lack of accessibility and visibility.

- *Expand & Rehabilitate Estuary Park.* If Estuary Park is to fulfill its potential, it is important to make it more visible from the Embarcadero. It should be expanded and extended to the street, adding to the total amount of useable public space and improving park security.

The entire park (including the expansion area) should be improved. It should be designed and programmed so that it can accommodate the planned Aquatic Center (see below) and a large space suitable for a wide range of informal and organized field sports such as soccer.

The existing fishing pier, shoreline seating area, and boat launch provide opportunities to use and appreciate the water as a recreational resource. They should be maintained. Consideration should be given to providing places to observe major civic celebrations and water related festivals (e.g., the lighted yacht parade, rowing races, etc.).

- *Develop the Jack London Aquatic Center.* The new Jack London Aquatic Center is currently planned for Estuary Park to pro-



FIGURE III-11: **Oak to 9th Bird's-eye Perspective**

vide city residents a place to learn boating skills and gain proficiency in sailing, rowing, and kayaking. Like the programs now offered in the summer at Lake Merritt, the new Aquatic Center will be oriented to youth, but will focus on boating in the Estuary.

- *Develop the mouth of Lake Merritt Channel as a protected water space for aquatic sports. A “no wake” zone or maximum speed limit for motorized vessels should be established within the U.S. Pierhead Line to recognize the environmental sensitivity of the mouth of Lake Merritt Channel.*

OAK-2.2: *Create a major new park on the east side of the mouth of the Lake Merritt Channel, at the Estuary. To complement Estuary Park to the west, the former Crowley site on the east side of the channel, between the water, a realigned Fifth Avenue (See Policy OAK-4.1) and the Embarcadero, should be converted into a major park suitable for pas-*

sive recreation. Promenading, viewing and other contemplative activities should be emphasized. Shoreline edges should be restored to tidal wetlands.

Clinton Basin

OAK-2.3: Enhance Clinton Basin. Clinton Basin is a marina that recalls the maritime slipways and boat-building activities of a past age. While it has been used as a recreational marina for many years, it has fallen into disrepair, and has become functionally obsolete.

- ❑ *Rehabilitate the marina.* If economically feasible, the marina should be upgraded to contemporary standards. In addition to extending the life of the marina, improving the physical condition would provide an interesting focus for waterfront activities. Provisions in the marina for boat rentals and launches, fishing charters, water taxi/ferry services, a limited amount of food services, etc., would all contribute to the liveliness of the area, and should be accommodated.

- ❑ *Establish a linear open space composed of a series of smaller parks around Clinton Basin.* The basin is hidden behind buildings and not highly accessible. In order to improve access to the water and visibility of the boating activities, a series of public spaces should be developed on both sides of the basin and at the head of the basin adjacent to the Embarcadero. This network of public spaces should be composed of a series of smaller connected parks, connected by a continuous promenade along the edge of the basin that connects the open spaces.

To improve accessibility around the basin and to reduce its barrier effect, consideration should be given to developing a pedestrian bridge at the bayward end of the basin. Views into Clinton Basin from the Embarcadero should be maintained and enhanced.

- ❑ *Provide for a limited number of new recreational slips east of Fifth Avenue.* A small number of slips for the mooring of recreational boats should be provided east of Fifth Avenue, with support facilities provided accordingly. An area for supply drop-off and the provisioning of vessels should

be provided to create a high-quality mooring area, attractive to patrons and complementary to landside uses within the district.

Ninth Avenue Terminal

OAK-2.4: Establish a large park in the area of the existing Ninth Avenue Terminal to establish a location for large civic events and cultural activities. Maritime activities and support services that operate in and around the terminal shed should be relocated. (See Policies OAK-4.3)

The park is envisioned as primarily an open, unobstructed green field that is flexible in use. It should be large enough to accommodate large numbers of people associated with special events, cultural activities, city festivals, etc.; yet, at the same time be designed to be attractive to individuals or small groups of people on a more regular basis.

The park should be oriented to maximize access and views of the Estuary. It should be adjoined by commercial, hotels, and public uses, which can benefit from the civic events and cultural activity programming. (See Policy OAK-4.2)

Recognize that the Ninth Avenue Terminal shed, or portions thereof, may be suitable for rehabilitation and adaptive reuse. However, the terminal building impedes public access to and views of a key area of the Esstuary.

- The Port and City should investigate the feasibility of keeping and reusing the building (or portions thereof). A Specific Plan for the entire District should be initiated prior to development. (See Policy Oak 5)
- *Encourage the mooring of vessels adjacent to the Ninth Avenue Terminal.* Along the southern boundary of the Ninth Avenue Terminal, a limited amount of vessel mooring is encouraged to complement the recreational and cultural uses of the area.

OAK-2.5: Provide for mooring of the ARTSHIP. The ARTSHIP Foundation has recently acquired the *Golden Bear*, a former naval training vessel, to serve as headquarters and primary program venue for the numerous community outreach and art programs run by the Foundation and other art and cultural organizations. An extensive renovation project



The 9th Avenue Terminal provides an exciting opportunity for public-oriented activities and open spaces.

is proposed to convert the ship into theaters, gallery space, classrooms, meeting space, studios, and other facilities necessary to support a major arts initiative.

It is envisioned that the ARTSHIP could be an integral part of the waterfront, and a major waterfront attraction. It is a project that achieves almost all of the identified objectives

for the waterfront. Provisions should be made for its permanent mooring in the vicinity of the Ninth Avenue Terminal. Some landside facilities, including parking and servicing, should also be accommodated.

Lake Merritt Channel

POLICY OAK-3: LINK THE ESTUARY TO LAKE MERRITT BY ENHANCING THE LAKE MERRITT CHANNEL.

Although a pedestrian/bicycle path exists, the link between the Estuary and Lake Merritt is dominated by physical obstacles. Given the significant historical relationship between the Lake, the Channel and the Estuary, it is incongruous that a physical connection between them has not been completed.

The opportunity exists to achieve this long-standing community objective. Most of the properties north of the Embarcadero along the Lake Merritt Channel are publicly owned. In addition plans are under discussion to build a pedestrian and bicycle overpass between Estuary Park and the channel shoreline to the north.

To create the strongest possible connection between Lake Merritt and the Estuary, two measures should be undertaken:

OAK-3.1: Create a system of public open spaces that connects Lake Merritt Channel to the Estuary. The existing path on the East-

ern side of the channel should be completed and enhanced. It should be developed to allow unimpeded movement between the Estuary and Lake Merritt. Where feasible, the path should be widened and fully integrated into adjacent public spaces that are currently underutilized.

Efforts to expand public uses in this area must be carried out in a manner that respects the wildlife habitat value of the wetland areas within and along the channel. Restoration of tidal wetlands along the shoreline edges should be included as part of the facility development programs that would extend through this area.

Surface parking should be relocated away from the channel's edge.

OAK-3.2: Work with public agencies in the area to extend the open space system inland from the Channel. Much of the land inland of the Embarcadero which is recommended to be enhanced as publicly-accessible space is owned by railroads, public agencies and institutions, including the City of Oakland, the Union Pacific Railroad, Laney College, Peralta College District, and EBMUD. The City

should work with these entities to assemble or otherwise gain access to these properties (as necessary) to extend areas available for public use.

LAND USE

Public space is planned to be the primary new use within the Oak-to-Ninth District, occupying all of the land along the shoreline and extending inland at Lake Merritt Channel, Clinton Basin, and a new 'Crescent Park'. (See Policy OAK-2.4). Recreational use of the shoreline will be the most significant agent of change within the district. It will create a series of extraordinary amenities and recreational resources for the community, as well as an attractive setting for new and existing development.

Within the larger framework of a major waterfront open space system, development should be guided by the following policies:

POLICY OAK-4: PROVIDE FOR LIVELY, PUBLICLY ORIENTED ACTIVITIES THAT COMPLEMENT THE ADJACENT WATERFRONT PARKS AND OPEN SPACES.

Development adjacent to the open recreational spaces should complement them, and should provide public attractions which add to the variety of activities and experiences found on the waterfront. Development should be encouraged on both sides of Clinton Basin, and in areas close to the Embarcadero, as follows.

Fifth Avenue Point

OAK-4.1: *Preserve and expand the existing Fifth Avenue Point community as a neighborhood of artists and artisan studios, small businesses, and water-dependent activities.* West of Clinton Basin, the Fifth Avenue Point community is one of Oakland's most unique neighborhoods. It has nestled among declining waterfront industrial uses, creating a spark of life and activity. The artisan work that takes place there is an economic asset which is valuable for local residents. In addition, the existing work/live units within the Fifth Avenue artisan village contribute to the inventory of affordable studio spaces within Oakland. These units should be maintained and reinforced through the provision of additional units, including artist and artisan work/live studios and small light industrial and water-dependent businesses. A limited amount of retail and res-

taurant use, such as the existing Seabreeze Cafe, should also be promoted within the area.

It should be noted that enclaves such as this are rarely planned. Rather, they develop through the spontaneous vision and dedication of creative, entrepreneurial property owners and residents. By their very nature and character, these enclaves are economically fragile. Policies that promote preservation and expansion of the Fifth Avenue Point community should be carefully applied, so as not to adversely affect property values, or inadvertently change the very essence of what makes it unique.

OAK-4.2: *Promote development of educational and cultural interpretive facilities.*

The Oak-to-Ninth reach of the waterfront is an ideal location for cultural attractions and other development. (See Policy OAK-4.4) In addition to the recreational benefits associated with festivals, etc. (See Policy OAK-2.4 & 2.5), facilities housing museums, educational and cultural programs, etc. can be major waterfront attractions. Such facilities should be located and developed to add to the atmosphere established by the Fifth Avenue Point community and Clinton Basin (See Policies

OAK-2.3, 2.5 & 4.1). Requisite parking and servicing should also be accommodated and, where feasible, consolidated.

❑ The Oakland Museum is investigating options to expand and develop the 'Treasure House' concept. An appropriate location for this use would be adjacent to the planned waterfront open space flanking Clinton Basin and the Estuary.

❑ The ARTSHIP Foundation has recently acquired the *Golden Bear*, a former naval training vessel, to serve as headquarters and primary program venue for the numerous community outreach and art programs run by the Foundation and other art and cul-



The 5th Avenue Point community includes a synergistic grouping of artists, artisans and small industrial businesses.

tural organizations. Under an extensive renovation project, the ship will be converted into theaters, gallery space, classrooms, meeting space, studios, and other facilities necessary to support a major arts initiative.

OAK-4.3: Facilitate the relocation of break-bulk cargo operations from the Ninth Avenue Terminal. East of Clinton Basin, a major existing use within the district is the Ninth Avenue marine terminal, which is owned and operated by the Port of Oakland. In order to achieve the vision for the waterfront in the Oak-to-Ninth area, it is necessary that the existing terminal operations and those related maritime and warehousing activities adjacent to the terminal be accommodated elsewhere; thus enabling reuse of the Ninth Avenue Terminal site.

Mixed Use Development

OAK-4.4: Promote development of commercial-recreational uses in the vicinity of the Crescent Park and Clinton Basin. Relocation of cargo handling and clearance of the Ninth Avenue Terminal creates potential development parcels between the proposed Cres-



The 5th Avenue Point community will be retained as a unique mixed-use district with work-live units, studios, small businesses and water-dependent activities.

cent Park (See Policy OAK-2.4), the Embarcadero and Clinton Basin (See Figure 10). Development of these sites should be planned and carried out in a comprehensive manner, and include possible hotel, conference, restaurant, retail, and similar commercial-recreational uses. A recreational 'resort' orientation, along with cultural and social programs, should be

encouraged as an integral component of the development programs of hotel and other uses. Recreational elements could be developed as a part of the projects. Accommodating tennis, swimming, etc., could add another dimension to the recreational experience of the area.

New development within this area should be

promoted along the Embarcadero Parkway, with “windows” to the water at intermittent points. It should be set back from the shoreline promenade. (See Policy OAK-5)

OAK-4.5: North of the Embarcadero, encourage a mixed-use district while maintaining viable industrial uses. In the more traditional warehouse and industrial area north of the Embarcadero between the Lake Merritt Channel and Oak Street, a mixed-use district is encouraged. Emphasis should be placed on maintaining the existing industrial and manufacturing uses, as well as providing for nontraditional higher density housing (work/live and artist studios). This area is essentially an extension of a larger mixed-use district to the west, extending to Webster Street in the Jack London District.

POLICY OAK-5: INITIATE MORE SPECIFIC PLANNING OF THE ENTIRE OAK-TO-NINTH DISTRICT.

The Oak-to-Ninth district is large and diverse, with several unique, complicated issues that dominate its real development potential. It should be planned in sufficient detail to identify all potential issues, and to understand the

options available to address these issues in a timely manner.

A Specific Plan should be prepared prior to development. Planning should be based on a strategy which analyzes the area comprehensively and which accounts for the constraints imposed by subsoil environmental conditions. Transformation of the district will require that several outstanding issues be resolved simultaneously. Development feasibilities should be analyzed, phasing of improvements should be identified, and a funding strategy to finance and implement recommended open space should be addressed. These require that a realistic development program and site plan be developed.

REGIONAL CIRCULATION & LOCAL STREET IMPROVEMENTS

The Oak-to-Ninth area is isolated from other parts of the city by regional transportation facilities, all of which run parallel to the waterfront. The following policies are recommended to reduce the effect of these barriers and improving access to, and circulation through, the area.

Regional Access

POLICY OAK-6: EXPLORE THE FUTURE POTENTIAL FOR A NEW BART STATION AND MAJOR PARKING FACILITY ON BART PROPERTY AT FIFTH AVENUE AND EAST EIGHTH STREET.

As the waterfront develops as a major destination, opportunities for the creation of a new BART station east of Fifth Avenue should be explored. In addition to improving regional transit service, easy BART connections would enhance the potential of the nearby waterfront as a major destination, and reduce parking problems associated with special events. The site might also include a significant parking facility for commuter parking, replacement parking for Laney College surface lots, and special events parking for the waterfront.

In addition to serving the waterfront area, a BART station at this location could have positive impacts on the revitalization of adjacent neighborhoods.

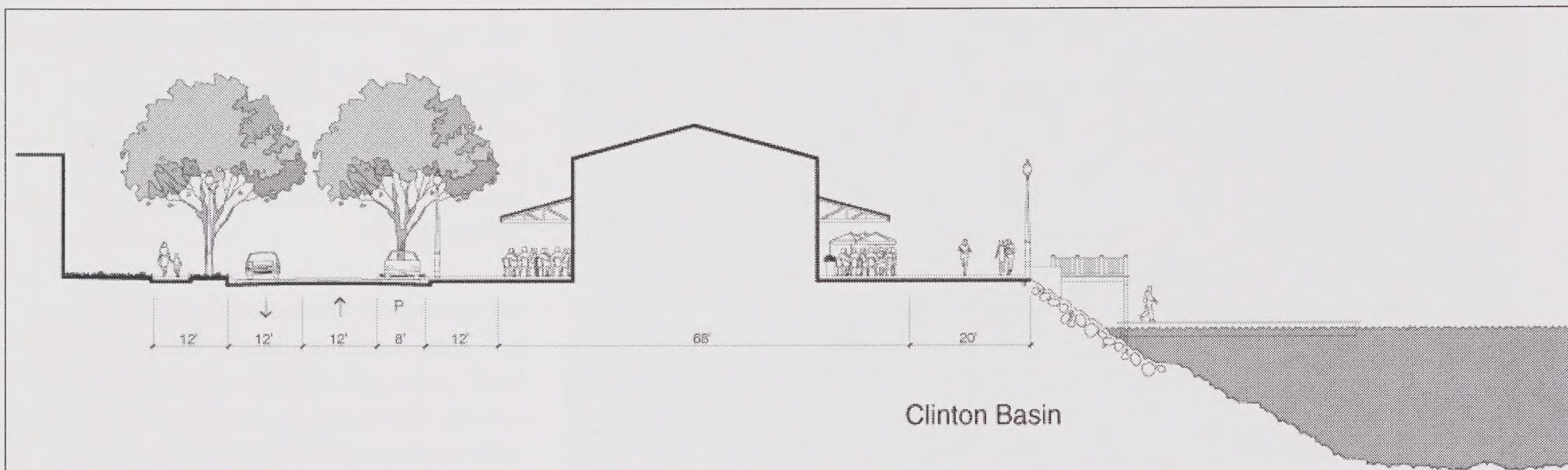


FIGURE III-12: Clinton Basin Illustrative Cross Section

POLICY OAK-7: COORDINATE WITH CALTRANS ON THE UPGRADE OF THE I-880 FREEWAY TO IMPROVE REGIONAL

ACCESS TO THE WATERFRONT.

As it passes through Oakland, I-880 is sub-standard. On and off-ramps occur in a random manner, creating short merging distances and associated safety problems. This is particularly true in the Oak-to-Ninth District. As the area evolves and becomes more of a regional attraction, the highway network that serves the district will become a busier and

more dangerous place for drivers and pedestrians.

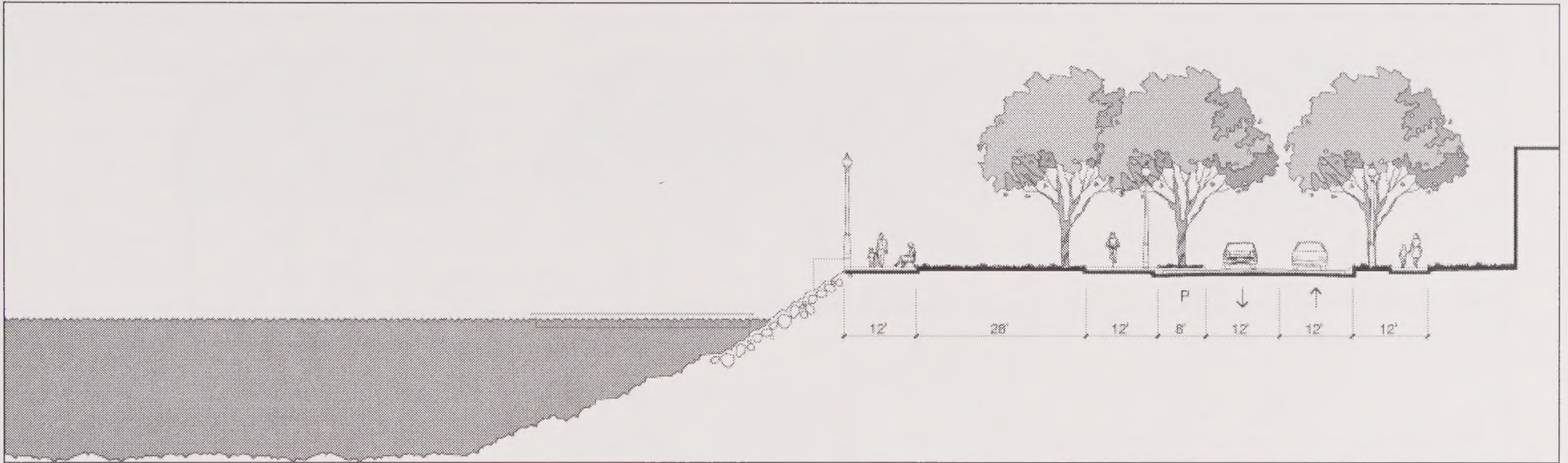
However, with the current seismic upgrade

program for the freeway, this situation could be remedied to promote highway safety and to provide clear, safe and convenient access to the waterfront. The City should work with Caltrans to develop retrofit plans for the Fifth Avenue Interchange which also include a more direct way to the waterfront. At a minimum, the existing on and off-ramps along the Embarcadero between Fifth and Ninth Avenues

should be removed and replaced with a configuration that provides both eastbound on-ramp and westbound off-ramp connecting to Fifth Avenue.

Local Street Improvements

POLICY OAK-8: ENHANCE FIFTH AVENUE AS THE PRINCIPAL PEDESTRIAN AND VEHICULAR LINKAGE TO THE PUBLIC OPEN SPACE SURROUNDING THE MOUTH OF THE LAKE MERRITT CHANNEL.



Fifth Avenue is a significant north-south street, connecting to Park Boulevard and linking the waterfront to downtown neighborhoods and the Oakland Hills. As such, it is important that Fifth Avenue be improved south of the Embarcadero as the principal pedestrian and vehicular connection to this segment of the waterfront. It should be realigned and straightened to become the edge of the open space and to establish a direct driving route that circumvents the Fifth Avenue Point community.

In order to enhance the pedestrian environment along Fifth Avenue, landscaping, light-

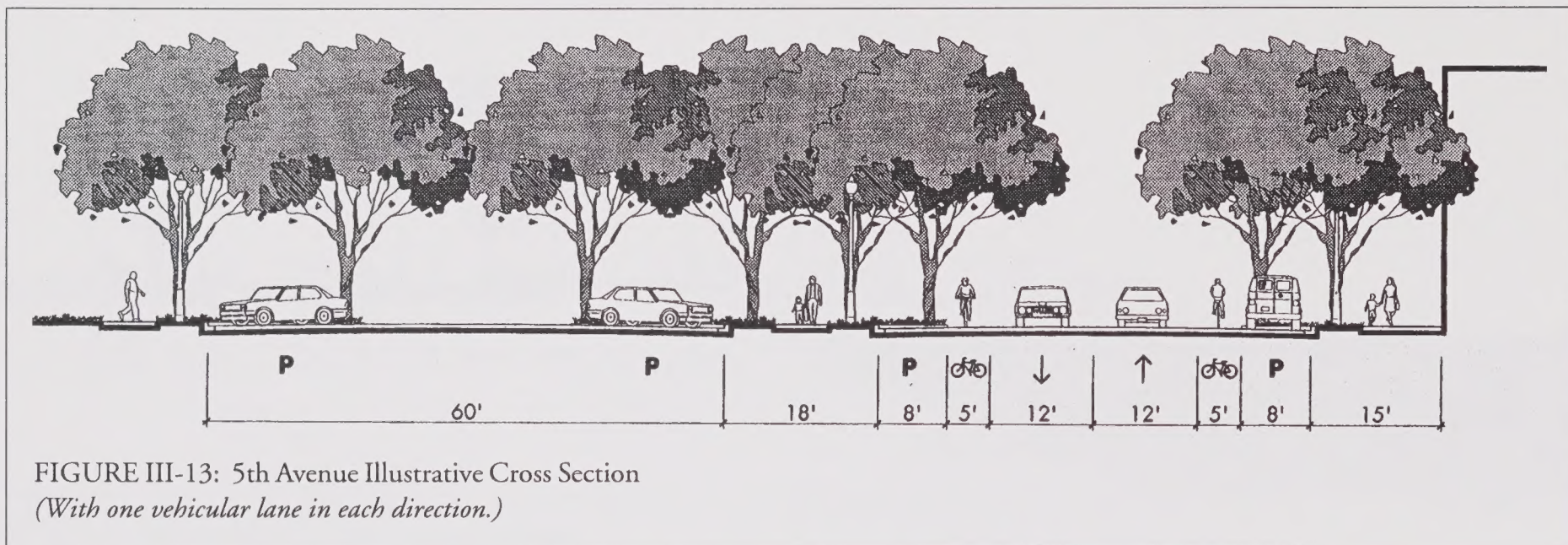
ing, and sidewalk improvements should be undertaken along its entire distance.

POLICY OAK-9: IMPROVE THE EMBARCADERO EAST OF OAK STREET AS A MULTIMODAL LANDSCAPED PARKWAY WITH BICYCLE, PEDESTRIAN AND VEHICULAR FACILITIES.

A key objective of the Estuary Policy Plan is to create a continuous multimodal parkway to improve access along the waterfront and enhance the continuity and identity of the Estuary within the city. Consistent with recom-

mendations to develop segments of the parkway in other sections of this plan, the Embarcadero Parkway concept should be implemented between Ninth Avenue, Lake Merritt Channel and Embarcadero Cove, beyond.

A three-lane roadway (two moving lanes and a center left-turn lane) should be built, wherever feasible, with an adjacent landscaped corridor to accommodate a continuous bicycle trail and pedestrian promenade on the Estuary side.



POLICY OAK-10: *CREATE A NETWORK OF PEDESTRIAN-FRIENDLY STREETS THAT OPENS UP VIEWS AND ACCESS TO THE WATER.*

Within the Fifth Avenue Point area and the commercial-recreational district east of Clinton Basin, a network of local streets should be provided to serve individual properties.

In future planning (See Policy OAK-5) this network should be designed in a block configuration to allow for a diversity of ways

through the district and a comfortable and safe pedestrian environment. The configuration of streets should be aligned to promote views and access to the shoreline, provide convenient access to and parking for open spaces, and discourage fast-moving through traffic. Streets should include generous provisions for pedestrians and be landscaped in a manner that extends the open space amenity inland from the shoreline.

New local streets should continuously follow the Estuary and Clinton Basin open space, in

order to create a more public and open feeling along the water and increase accessibility. Connections should be made from this area across the head of Clinton Basin to the Fifth Avenue Point community to ensure that both sides of the basin are tied together by local streets.

Parking

OAK-11: *DESIGN PARKING TO BE CONVENIENT AND COMPLEMENTARY TO THE PUBLIC ORIENTATION OF USES WITHIN THE AREA.*

Convenient and visible parking is important in ensuring the success of open space improvements as well as new development. In future planning (See Policy OAK-5) parking should be provided in a manner that complements the open space character of the area. Large expanses of asphalt should be avoided in favor of landscaped roadways with parking alongside them. Such an approach will minimize the visual impact of parking while maximizing access and visibility to adjacent activities. Parking areas should be well lit and linked to pedestrian trails.

Development projects should provide all of their parking requirements onsite, and be generously landscaped to promote continuity with open space areas. Parking should be screened from predominant public view with landscaping and/or encapsulated and architecturally integrated within buildings. Parking that serves private uses should be made available to the public during nonpeak periods.

Permanent onsite parking along roadways can only satisfy a small percentage of the overall parking needs. Additional opportunities for events parking north of I-880 such as the existing railyards, existing parking facilities at

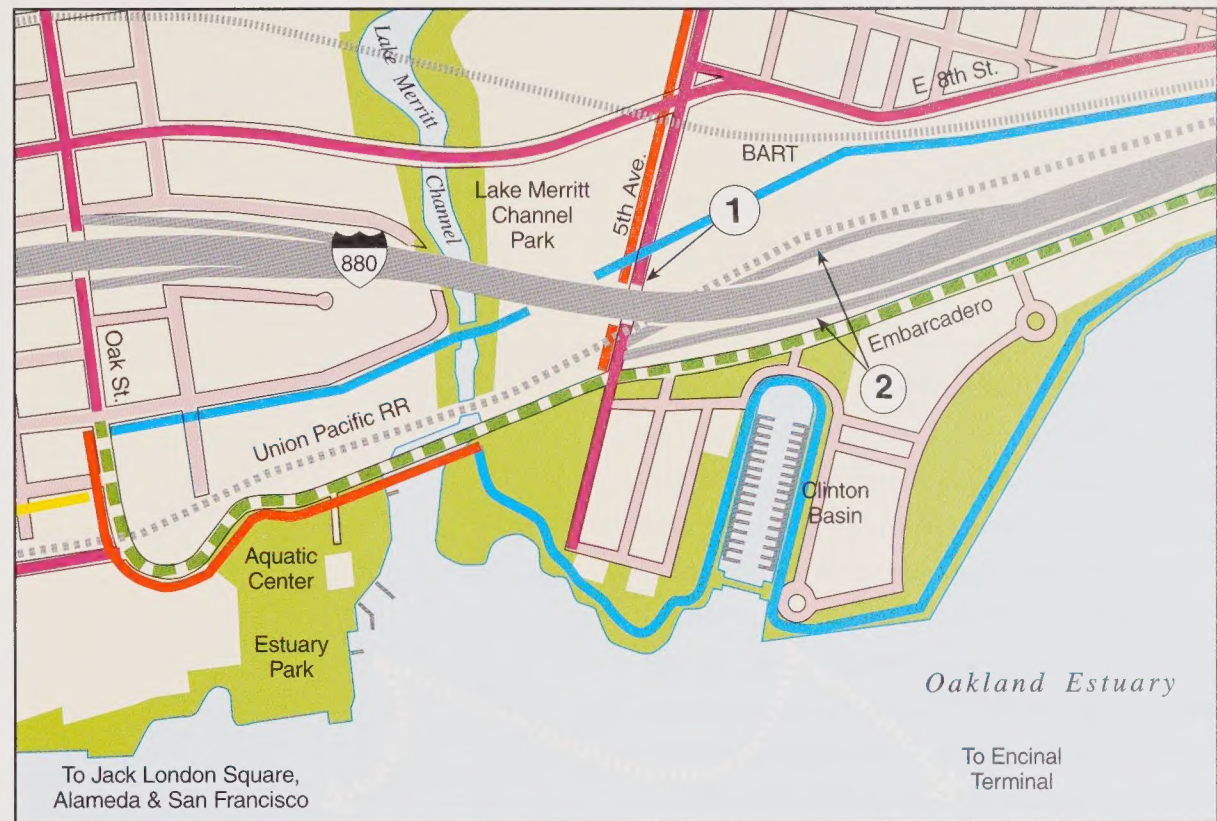


FIGURE III-14: Oak to 9th District: Illustrative Circulation



Laney College, and private parking facilities within the waterfront area should be pursued and programmed.

OAK-12: ESTABLISH A MANAGEMENT PROGRAM FOR SPECIAL EVENTS ACCESS AND PARKING.

A major event at the waterfront (See Policy OAK-2.4) could attract several thousand people. As a result, transportation and parking will be significant issues. Events planning should include a comprehensive transportation management program that includes shuttles, vans, and special transit vehicles providing service to the downtown, the Jack London District, and key regional transit providers (e.g., BART, Amtrak, Transbay ferries). Events' parking should also be provided within walking distance of the planned celebration space.



The San Antonio/Fruitvale District stretches from Embarcadero Cove to San Leandro Bay.

San Antonio/Fruitvale District

This reach of the shoreline is closely associated with inland residential neighborhoods. The San Antonio and Fruitvale neighborhoods lie immediately adjacent to the waterfront, extending back into the heart of the city. Nearby neighborhoods also include Central East Oakland and the Coliseum area across I-880.

In many ways, the study area in this reach represents the window to the Estuary from these and other inland neighborhoods. It also forms an important part of the larger identity of the city. The Estuary is visible from the Oakland hills and from the freeway. Thousands of motorists traverse I-880 on a daily basis, and many cross the bridges between Alameda and Oakland.

Connections between this portion of the waterfront and surrounding neighborhoods can

be improved through infrastructure improvements to and along the shoreline. As the area redevelops, the Embarcadero Parkway should be extended to create a continuous system of movement within East Oakland and the waterfront. New parks can be developed that add to the amenities of the area and serve neighborhood needs. However, to accomplish this, land uses within specific subareas of the shoreline should be more clearly delineated, and conflicts between uses resolved.

LAND USE

The land use policies for the San Antonio/Fruitvale District are intended to establish a more compatible pattern of land uses that supports economic development, and at the same

time enhance neighborhood amenities. The waterfront is a feature which binds disparate activities, and provides a needed destination within these neighborhoods. Land use policies reinforce access to the waterfront, while promoting opportunities for neighborhood preservation and enhancement. Emphasis should be put on the reuse of existing structures of historic value and architectural significance.

For ease of discussion, the Fruitvale-San Antonio District has been subdivided into 8 sub-districts. Land use policies for each are presented as follows:

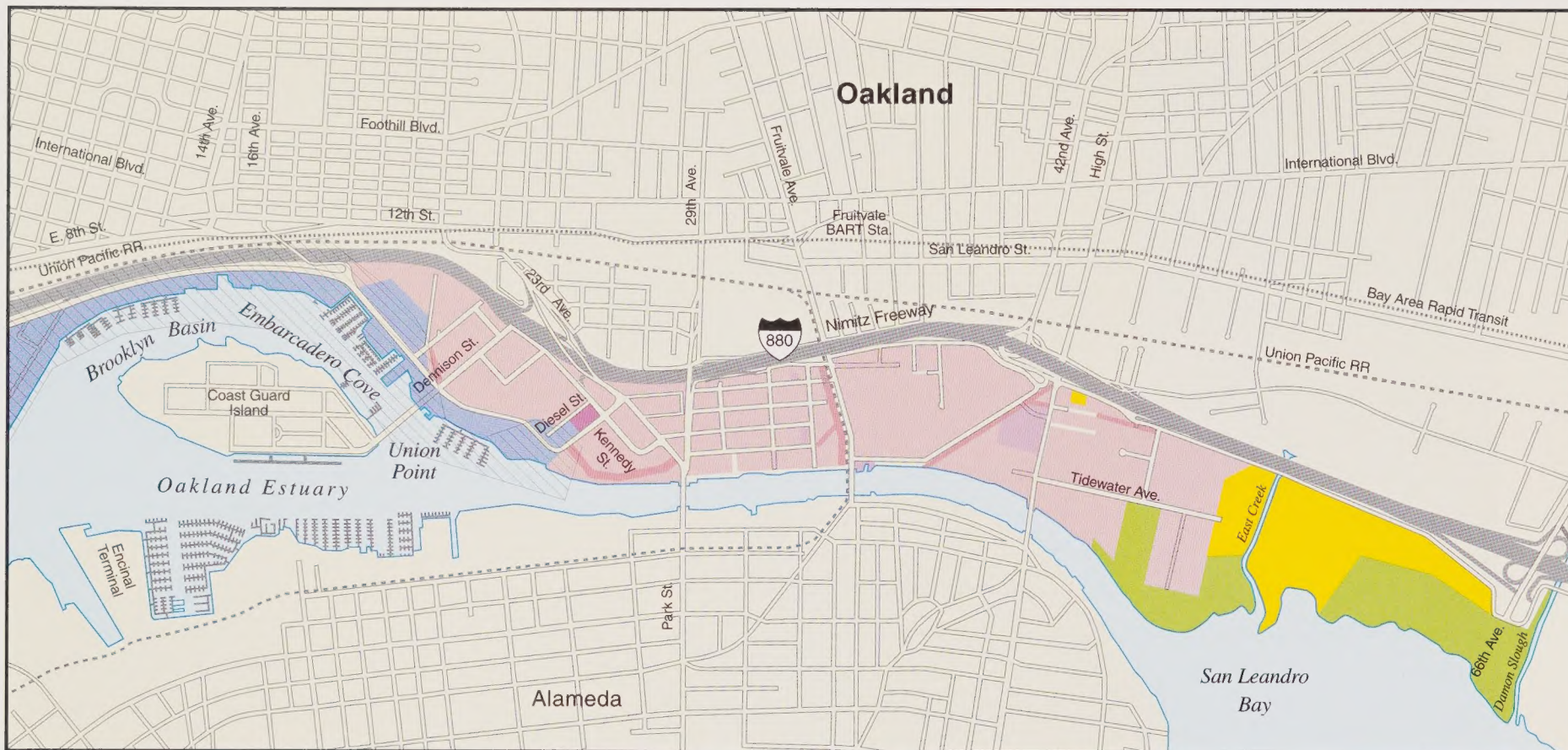
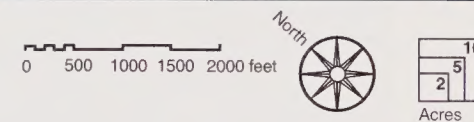
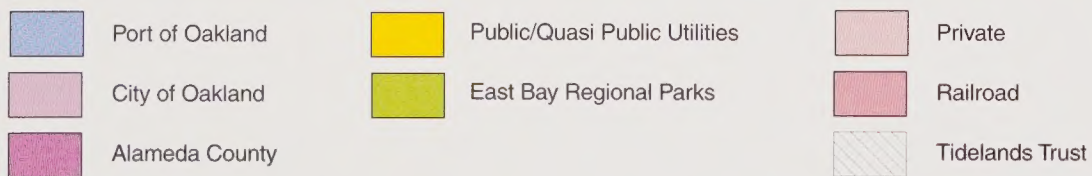


FIGURE III-15: **San Antonio/Fruitvale District Current Ownership**



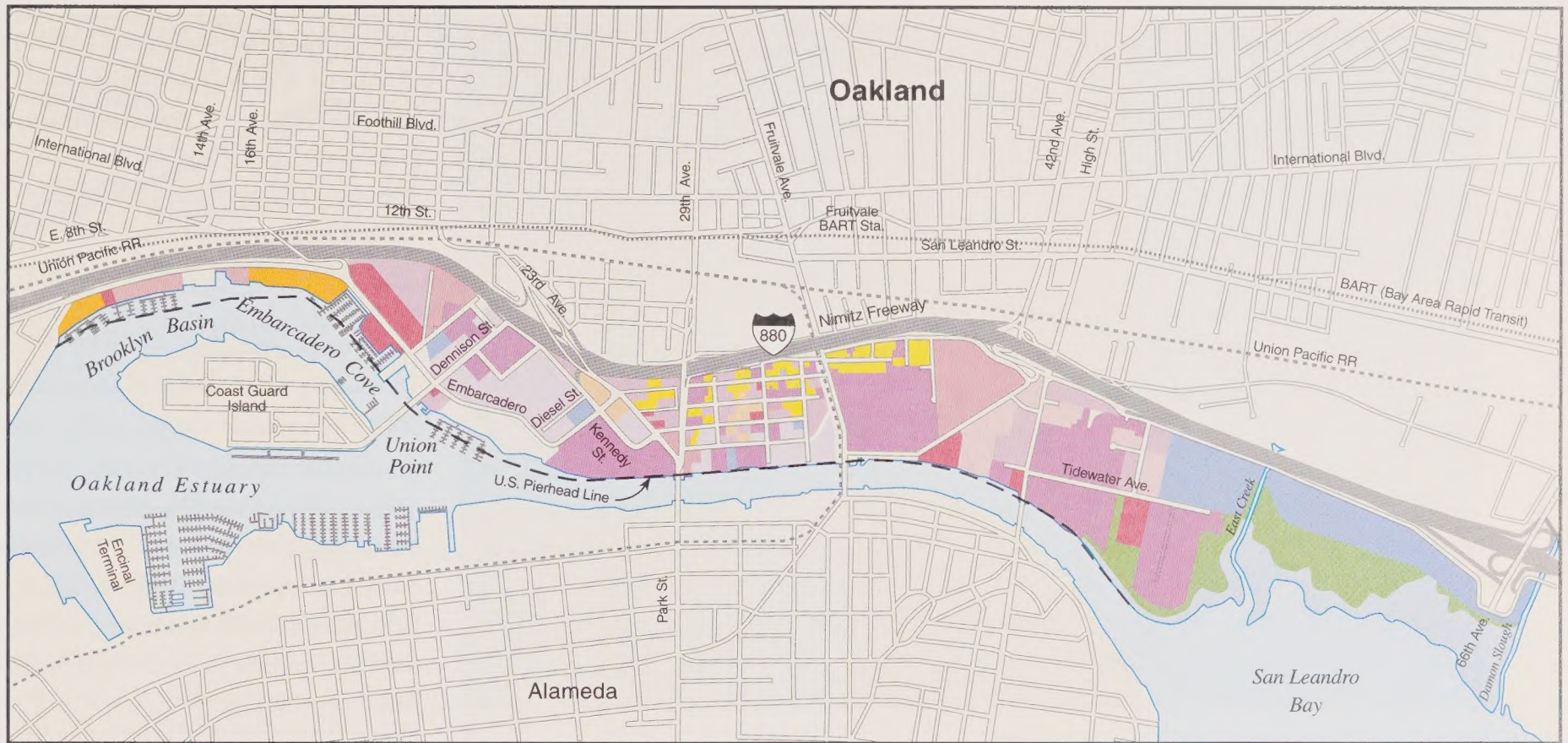
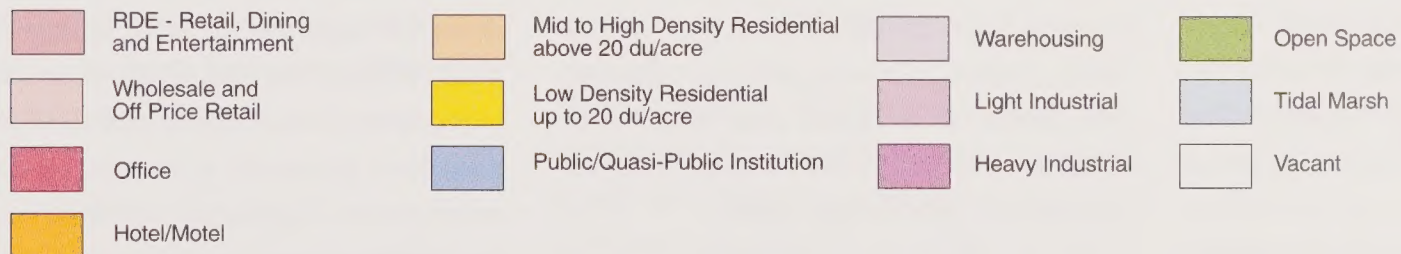


FIGURE III-16: **San Antonio/Fruitvale District Existing Land Use**



Embarcadero Cove

POLICY SAF-1: ENCOURAGE THE DEVELOPMENT OF WATER-ORIENTED COMMERCIAL USES WITHIN EMBARCADERO COVE.

Embarcadero Cove is bounded by the Ninth Avenue Terminal on the west, Con-Agra on the east, and the freeway. It is defined by the unique geography of a small bay, with an indented shoreline tracing a broad arc which surrounds Coast Guard Island. The combination of its distinctive shape and proximity to the freeway results in a very narrow and constricted shoreline, which averages about 200 feet in width to the Embarcadero. The narrow shoreline provides an opportunity for views to the water; this is the only area along the Estuary where the water can be seen from the freeway.

This is a highly visible portion of the waterfront, but it is narrow and constrained by the close proximity of the I-880 freeway. The waterfront orientation and constrained parcel depth make this area well suited for continued commercial-recreational and water-dependent uses.

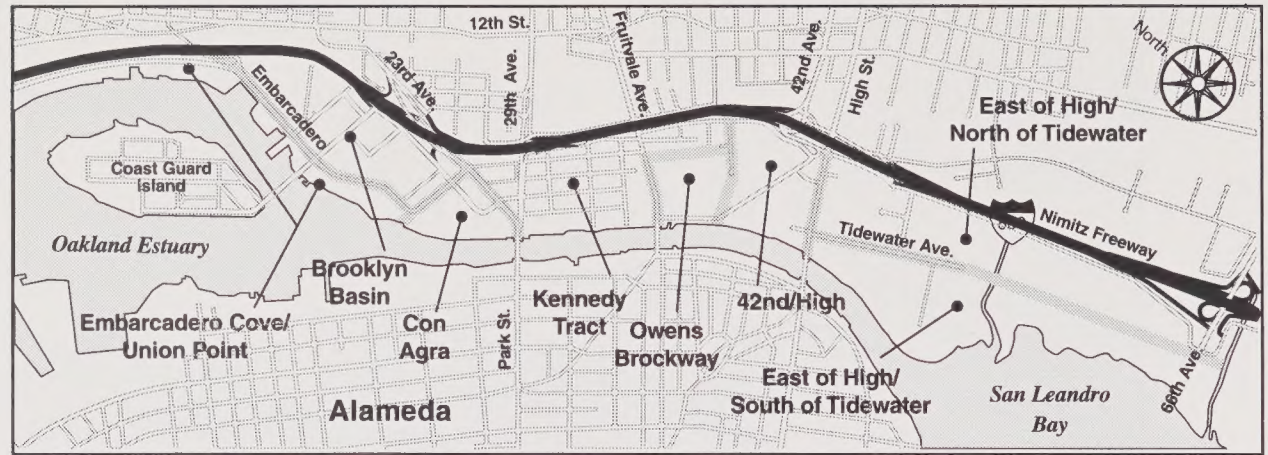


Figure III-17: San Antonio/Fruitvale Sub-District Map

New commercial uses within this subarea should build upon the existing character and create connections to the water's edge. Improvements that maximize accessibility and visibility of the shoreline should be incorporated into new development through boardwalks, walkways, and points of public access.

Brooklyn Basin

POLICY SAF-2: MAINTAIN THE INDUSTRIAL CHARACTER AND ROLE OF BROOKLYN BASIN AS A PLACE FOR FOOD PROCESSING AND MANUFACTURING, AND RETAIN LIGHT INDUSTRIAL USES.

Brooklyn Basin comprises the area inland of Embarcadero Cove, extending to Diesel Street

on the east. This area is characterized by a mix of uses: offices housed in both mid-size 1970s buildings and remodeled Victorian-style houses, restaurants, a school, artist studios, light industrial and service uses, and larger scale food processing and food warehousing/distribution operations.

Food processing is a major source of employment in this portion of the waterfront, with some 400 individuals, many in skilled positions. Within Oakland, relatively few sectors, particularly in new small to mid-sized companies, have generated a comparable level of employment. Significant activity is continuing within this sector of the economy, particularly in the area of niche/specialty markets.

Brooklyn Basin is a place where manufacturing and food processing/distribution should be encouraged, both for incubator businesses as well as for established and growing concerns. While food processing and manufacturing/distribution continue to dominate uses within the area, existing light industrial uses should be maintained as well.

SAF-2.1: Encourage development of compatible office, support commercial and institutional uses. Brooklyn Basin also includes educational, office and commercial uses. North of Dennison and along the waterfront, the pattern of land uses is relatively fine-grained, with some older structures and smaller increments of development oriented to the street. Additional educational, office and commercial uses should be encouraged, as well as the possibility for residential and work/live units, where these uses would result in the rehabilitation of existing structures and where they would not create land use conflicts with existing industrial activities.



Above: The Brooklyn Basin subarea is an important manufacturing and food processing center within the City of Oakland. Below: This sub-area includes older office and industrial buildings that contribute to its diverse character.

Con Agra

POLICY SAF-3: ENCOURAGE HEAVY INDUSTRY IN THE VICINITY OF THE CON-AGRA PLANT TO CONTINUE, WHILE PROVIDING FOR THE TRANSITION TO A MIX OF NEW USES.

A portion of the Fruitvale neighborhood located between Diesel and the Park Street Bridge and south of 29th Street, is an area that is primarily in heavy industrial use.

It is dominated by the 11-acre Con-Agra facility, which mills grain for flour that is distrib-

uted throughout the Bay Area and Northern California.

Right Away Ready-Mix and Lone Star, Inc., sand and gravel operations, are two other large operators immediately adjacent to the Con-Agra facility.

While the area historically attracted construction-related uses because of barge access via the Estuary, these business operations remain in the area today largely because of its central location and good freeway accessibility, and because of investments in existing facilities. Nevertheless, Con-Agra has its own pier, and other companies maintain direct water access that could be used again if economic and market conditions change.



The Con-Agra mill is a prominent landmark along the Estuary.

It is recognized, however, that market forces may go in a different direction as well, making these sites functionally obsolete and difficult to maintain. If this comes about, the City should be prepared to promote new uses for these valuable waterfront sites.

The area surrounding and including Con-Agra has long been in heavy industrial use related to the agricultural/food and construction/transportation sectors of the economy. It is not the intention of the Estuary Policy Plan to suggest displacement of these activities. Above all, this policy is intended to convey the importance of maintaining these labor intensive industrial operations for as long as it is feasible for them to stay.

However, it is also recognized that some of these companies may wish to relocate on their own accord. In that event, new uses should be encouraged that build on the unique qualities of the waterfront location and promote public access to the Estuary shore.

SAF-3.1: Initiate more specific planning of the entire Con-Agra area, if and when industrial uses phase out of the area. The Con-Agra reach of the waterfront, although

composed of different businesses and ownerships, should be planned as an integral unit to create the most positive effect and the optimal relationship with the Estuary. A Specific Plan should be prepared prior to development. Because the area is within the Coliseum Redevelopment Area, redevelopment tools should be considered to facilitate development.

Planning should be based on the need to gradually transform the uses and intensities from heavy industrial to a mixture of commercial, light industrial and residential uses. It should account for the need to maintain the operations of these businesses while planning and redevelopment activities are underway. Redevelopment-oriented planning should incorporate the following principles:

SAF-3.2: Redevelop the area with a mixture of waterfront-oriented residential and/or commercial activities, which are compatible with the scale and character of surrounding areas. New uses that are compatible with the public nature of the waterfront and with the adjacent Kennedy Tract residential neighborhood should be encouraged in this area, if and when industrial uses phase out.

Specific land uses which should be encouraged include residential, retail, restaurant, office, research and development, and light industrial uses that are configured to complement the waterfront orientation of the site.

New uses should be developed in a manner consistent with the surrounding character and scale of the area. Building mass, height, and all other design aspects should be subject to standards developed in conjunction with the preparation of a more specific development plan. Parking should be screened from view or contained within new buildings.

SAF-3.3: Provide for strong links to surrounding areas, and orient new development to the water. Development should be configured to provide at least two points of public access to the shoreline, and view corridors from Kennedy Street to the Estuary.

A publicly accessible and continuous waterfront open space should be developed along the shoreline. This open space should also be visible and accessible from Kennedy Street.



The Kennedy Tract includes a mix of residential, work/live, industrial and warehousing uses.

Kennedy Tract

POLICY SAF-4: ENCOURAGE PRESERVATION AND EXPANSION OF THE AFFORDABLE RESIDENTIAL NEIGHBORHOOD IN THE KENNEDY TRACT.

The Kennedy Tract is a unique subarea within the San Antonio/Fruitvale District. It is a remnant of a once-more-cohesive urban neighborhood extending from Oakland into Alameda. Today, the area is predominantly occupied by a mix of residential, warehousing and service-oriented uses that have little relationship with the Estuary.

Because large, old industrial structures line the waterfront, access and visibility to the Estuary is limited to the ends of two streets, Derby and Lancaster. Several of these structures appear to be only marginally used for storage, warehousing and repair. Several are vacant or underutilized, and in disrepair.

Currently, there are several hundred housing units within the Kennedy Tract, including work/live spaces in renovated warehouses as well as single-family bungalows and houses. In addition to this residential development, there are a number of smaller scale industrial and commercial uses, creating a one-of-a-kind neighborhood.



Within the Kennedy Tract, access to the Estuary is limited to the ends of Lancaster and Derby Streets.

The housing that exists in this area should be maintained, reinforced and promoted, despite the preponderance of non-residential uses. Special efforts should be undertaken to reinforce the integrity of the residential history of the district.

SAF-4.1: Provide for a mixture of compatible uses with emphasis on a variety of affordable housing types, while maintaining the area's character of small scale buildings. A mixture of residential, work/live, light industrial and neighborhood-serving uses should be maintained in the future, with an emphasis on affordability, livability, and an enhanced relationship with the Estuary.

To maintain the attractive, small-scale character of the area, buildings should be constructed to complement existing scale and massing of existing sites. Parcel size should not exceed the predominant pattern of existing parcels.

Owens-Brockway

POLICY SAF-5: RETAIN THE EXISTING INDUSTRIAL USE OF THE OWENS-BROCKWAY SITE..

The Owens-Brockway site consists of approximately 28 acres of land devoted entirely to the business of glass recycling and manufacturing. Owens-Brockway is one of the largest private employers in Oakland, currently supporting almost 800 jobs. These operations are expected to remain viable in the future.

The company should be supported and encouraged to remain and expand.

SAF-5.1: Improve the compatibility between industrial and residential uses, and enhance the relationship of the plant with the waterfront. Improvements along the edges of the Owens-Brockway plant should be undertaken to establish a more positive relationship with surrounding uses, including the neighborhood and the waterfront.

More specifically, a landscaped street edge on Fruitvale Avenue and the proposed Estuary Parkway should be developed to create a more attractive public environment around the plant. Measures such as landscaped sound barriers should be investigated to reduce noise and visual conflicts with single-family homes along Elmwood Avenue.



Owens Brockway is one of the largest private employers in Oakland, supporting almost 800 jobs.

42nd Street & High Street

POLICY SAF-6: ENCOURAGE THE REUSE OF EXISTING WAREHOUSE PROPERTIES SOUTH OF ALAMEDA AVENUE AND WEST OF HIGH STREET FOR HIGH-QUALITY RETAIL USES THAT COMPLEMENT ADJACENT COMMERCIAL USES.

The Super K-Mart, on a former cannery site, is a major presence within this subarea, benefiting from its proximity to and visibility from the freeway and accessibility to the nearby populations in Oakland and Alameda.

On the east side of Alameda Avenue, the Brinks warehouse and a cluster of small-scale light industrial uses and warehouses are located

along the Estuary, impeding public access opportunities.

SAF-6.1: Provide for new commercial activities adjacent to the 42nd Street interchange. At the 42nd Street interchange, there is the opportunity for the expansion and development of new commercial activities that are oriented to both regional and local markets. Commercial development and intensification of this area should be pursued.

Specific uses that should be encouraged in this area include retail, office, general commercial, and light industrial. Generous landscaped setbacks should be incorporated around all new development.

East of High Street

POLICY SAF-7: EAST OF HIGH STREET, MAINTAIN EXISTING VIABLE INDUSTRIAL AND SERVICE-ORIENTED USES, AND ENCOURAGE THE INTENSIFICATION OF UNDERUTILIZED AND VACANT PROPERTIES

This portion of the San Antonio/Fruitvale District functions as a service support area, with links to the adjacent Coliseum area. It supports

a number of different types of uses, including wholesale and retail businesses, container storage, and smaller industrial uses. In addition, Pacific Gas & Electric and EBMUD have service facilities within this area. EBMUD is planning to expand its operations toward the 66th Avenue interchange.

In areas both north and south of Tidewater Avenue, current uses and activities should be maintained and encouraged. However, there are opportunities to intensify underutilized sites, now occupied by rail spurs or used for equipment and container storage. These sites should be targeted for redevelopment as industrial and service-oriented uses, which would contribute to the overall viability of the area.

SAF-7.1 South of Tidewater Avenue, provide for continued industrial use, but also encourage new research and development and light industrial activities which are compatible with the adjacent EBMUD Oakport Facility and EBRPD's Martin Luther King Jr. Regional Shoreline Park. Economic development objectives for this can be realized by deemphasizing service, storage and heavy industry and focusing more on employment-



The portion of the waterfront adjacent to High Street and 42nd Avenue could intensify with a mixture of general commercial uses.

intensive uses that are more complementary with the public nature of the waterfront.

This area is unique in that it adjoins Martin Luther King Jr. Regional Shoreline, one of the larger assemblies of waterfront open space within the Estuary. The East Bay Regional Parks District (EBRPD) plans to continue to

develop the MLK Regional Shoreline adjacent to and along both sides off East Creek. EBRPD's parks and open spaces represent a valuable resource for the city—one that should be reinforced appropriately by adjacent development.

At the same time, EBMUD has expansion plans. The Oakport Facility is EBMUD's primary infrastructure support base and maintenance center, serving the Estuary area and the city as a whole.

Successful development will require an effort to balance competing objectives brought about by the proximity of the sites to regional park and utility facilities. (See Policy SAF-7.2)

SAF-7.2: Initiate more specific planning of the area south of Tidewater Avenue. The area East of High Street and South of Tidewater Avenue should be comprehensively planned to insure that all objectives are met. A plan should be prepared prior to development. Because the area is within the Coliseum Redevelopment Area, redevelopment tools should be considered to facilitate development.

Planning should be based on the need to infuse the area with a livelier and more intense mix of office, R&D, commercial, and light industrial uses. It should account for EBMUD's expansion needs, take special consideration of EBRPD's plans for MLK Regional Shoreline Park, and BCDC's 100' shoreline band, which will require that the

shoreline be used exclusively for recreational purposes.

As this area redevelops, publicly accessible open space should be created with an emphasis on educational and interpretive experiences, including wildlife habitat in lowland or marshy areas and the development of active sport and recreation fields in the uplands.

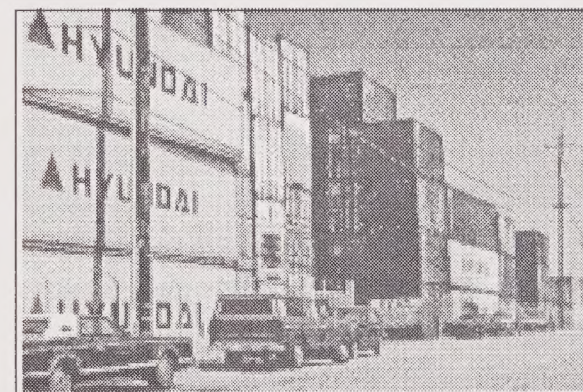
SAF-7.3 At the 66th Avenue interchange, encourage development of commercial uses that can benefit from proximity to freeway interchanges and serve both regional and local markets. New commercial uses should be encouraged at the 66th Avenue interchange of I-880, where there is the opportunity to capitalize upon the freeway as well as adjacent developments. New uses should be sited and designed in a manner that is sensitive to the near-by natural marshlands that form part of the MLK Regional Shoreline, and developed so as not to preclude potential expansion needs of EBMUD.

Broad landscaped setbacks and a parking/staging area should be established to provide convenient access to the Bay Trail and regional shoreline.

SHORELINE ACCESS & PUBLIC SPACES

Compared to other areas of the Estuary, the San Antonio/Fruitvale District appears to have a relatively large supply of open space. Although there are several opportunities to approach and enjoy the shoreline, much of the existing open space is not highly utilized, relates poorly to its surroundings, and is generally fragmented and discontinuous.

The Martin Luther King, Jr. Regional Shoreline, which occupies approximately 22 acres north of Damon Slough, is a regional facility which is the primary waterfront recreational asset in the area. The Bay Trail, which is



Sites along Tidewater Avenue currently use for container storage should be intensified to industrial and service-oriented uses.

planned to ultimately connect around the entire bay shoreline, enters the study area at 66th Avenue, but abruptly ends approximately 7,000 feet westward. At the western end of the San Antonio/Fruitvale District, within Embarcadero Cove, there is a series of small public access improvements that were built as part of development projects, but these are also very limited in extent.

The access and open space policies for this district emphasize the continuation of a cohesive and interrelated waterfront system advocated by the previous chapters of this plan.

POLICY SAF-8: DEVELOP A CONTINUOUSLY ACCESSIBLE SHORELINE, EXTENDING FROM NINTH AVENUE TO DAMON SLOUGH.

A continuous system of public open space and connecting networks to inland areas should be completed within this reach of the Estuary, extending from Ninth Avenue. to Damon Slough. The system should link the Martin Luther King Jr. Regional Shoreline with the other elements of the waterfront system of open spaces proposed by this plan.

SAF-8.1: Extend the Bay Trail from Embarcadero Cove. The Bay Trail should be incorporated as part of the continuous open space system along the water's edge. Gaps in the trail should be filled in, so as to achieve the continuity of the trail and provide better bicycle/pedestrian access to the expanded MLK Shoreline (See Policy SAF-8.3).

While the developed portion of the Bay Trail currently combines both pedestrian and bicycle movement, it is recommended that separate bicycle and pedestrian paths be developed in other areas, with the pedestrian movement adjacent to the shoreline edge and the bicycle lane on the inland side of the open space. At each of the bridges, special provisions should be made to ensure continuity along the shoreline.

SAF-8.2: Develop a major new public park at Union Point. A new park should be developed between Dennison Street and the existing Con-Agra facility, south of the Embarcadero at Union Point. The park is intended to serve the adjacent San Antonio and Fruitvale neighborhoods, as well as provide an important citywide amenity along the Estuary.

The design of the park should provide for flexible use, including passive recreational activities as well as field sports and activities that take advantage of the water. A site of approximately two acres should be reserved for the Cal Crew boathouse on the eastern portion of the park. A continuous pedestrian promenade should be provided along the shoreline edge. A Class I or II bicycle path should be incorporated within the park, where it can be separated from the Embarcadero. (See Policy SAF-9)

It should be noted that early planning for this park is already underway, under the auspices of the Spanish Speaking Unity Council, the University of California, the Trust for Public Lands, the Port of Oakland, and the Oakland Parks and Recreation Division.

SAF-8.3: Extend the Martin Luther King, Jr. Regional Shoreline. The MLK Regional Shoreline should be extended from High Street to Damon Slough. Within this area, the existing public open space between the East Creek and Damon sloughs should be expanded westward to include existing industrial properties owned by the EBRPD.



The eastern reach of the planning area is characterized by the protected waters of San Leandro Bay and the wetlands and open space of the Martin Luther King Regional Shoreline.

EBRPD's planning objectives identify this portion of the Estuary as an important component of the regional shoreline park system, as well as a potential open space resource for the adjacent Central East Oakland and Coliseum neighborhoods. It should be designed to preserve the significant wetlands between the Damon and East Creek sloughs. In addition, extending Tidewater Avenue across the East Creek Slough to the 66th Avenue interchange would significantly improve visibility and accessibility to the park.

Areas on the shoreline side of the railroad tracks should be subject to a planning effort, coordinated among the City of Oakland, EBMUD, and the EBRPD, to address EBMUD expansion needs and the extension of the shoreline park. (See Policy SAF-7.2)

REGIONAL CIRCULATION & LOCAL STREET IMPROVEMENTS

A key objective of the Estuary Policy Plan is to enhance the continuity of movement along the shoreline in order to enhance public access and the public perception of the waterfront as a citywide resource. To accomplish this objective in the San Antonio-Fruitvale District, the circulation policies recommend a basic restructuring of the modes of circulation.

POLICY SAF-9: PROVIDE A CONTINUOUS EMBARCADERO PARKWAY FROM NINTH AVENUE TO DAMON SLOUGH.

Consistent with recommendations of the Estuary Policy Plan in other subdistricts, the Embarcadero Parkway should be a continuous parkway, developed to parallel the entire shoreline; ultimately extending from Broadway to 66th Avenue. In the San Antonio-Fruitvale District, it should be upgraded between Ninth Avenue and Kennedy Street, and extended via a new right-of-way between Kennedy Street and High Street, to connect directly into Tidewater Avenue.

The alignment of the proposed parkway (see Figure 19) is illustrative only. Specific alignments (and their potential impacts on adjacent property owners) should be evaluated through a coordinated planning effort involving property owners, the City of Oakland, and the Port.

The Embarcadero Parkway should be developed as a recreational street, providing access to the diverse waterfront experiences that exist in the San Antonio-Fruitvale District. It should be designed to promote slow-moving vehicular access to the waterfront; limited to two traffic lanes and one-sided parking (in bays). It should not be designed as a through-movement traffic carrier, or frontage-road reliever for I-880.

In addition, traffic management programs that prohibit through movement of trucks between 23rd and Fruitvale Avenues should be developed to protect the Kennedy Tract neighborhood against unnecessary truck traffic.

SAF-9.1: In conjunction with the extension and enhancement of the Embarcadero Parkway, provide a continuous bikeway from Ninth Avenue to Damon Slough. The Bay

Trail should be extended and completed in this reach. In developing the Embarcadero Parkway, provisions should be made to accommodate a continuous pedestrian trail and bikeway paralleling the parkway.

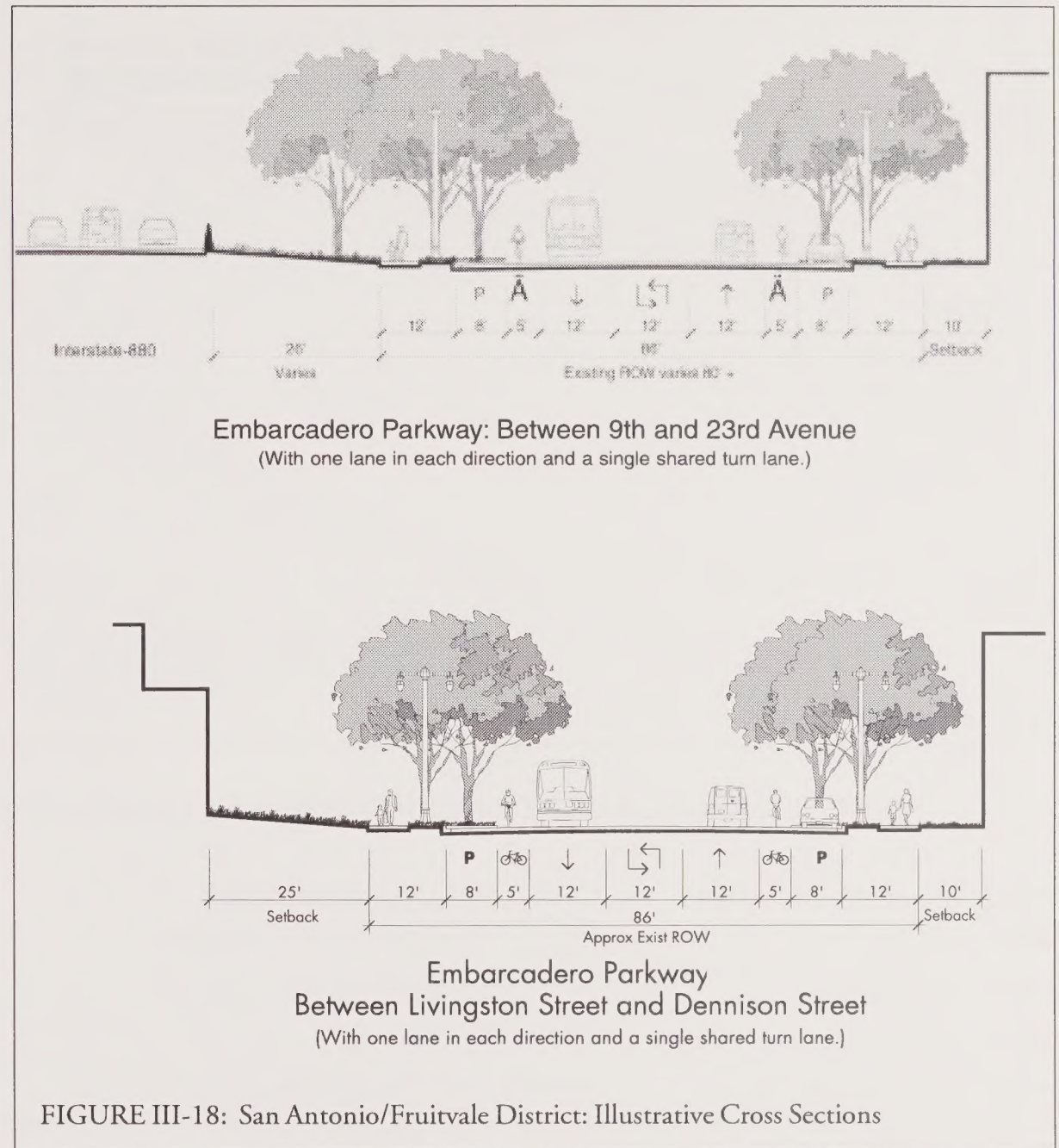
It should be extended along the shoreline adjacent to the Con-Agra site, and follow the new Embarcadero Parkway, providing a separated bike path along the shoreline. East of High Street, it should follow the shoreline, ultimately connecting to the existing trail system in the MLK Regional Shoreline.

POLICY SAF-10: WORK WITH CALTRANS, BART, AND OTHER TRANSPORTATION AGENCIES TO UPGRADE CONNECTING ROUTES BETWEEN INLAND NEIGHBORHOODS, I-880, AND LOCAL STREETS, TO ENHANCE EAST OAKLAND ACCESS TO THE WATERFRONT.

This segment of the I-880 freeway, between 66th Avenue and Oak Street, is substandard, with partial interchanges spaced at random intervals. Freeway on and off-ramps are difficult to find, and have no strong relationship with arterial roadways.

As part of the seismic upgrades to the I-880 freeway being undertaken by Caltrans, the freeway ramps should be reconfigured in a manner that complements and reinforces the land use and open space objectives for the area and provides a more legible circulation system. All should be investigated with Caltrans, to test the feasibility of redesigning the interchanges, and to insure that local access needs are also being addressed in Caltrans' upgrade efforts.

SAF-10.1: *If feasible, construct a new full-movement interchange at 23rd Avenue, with direct linkages to the Park Avenue Bridge.* The 23rd Avenue Bridge should be reconstructed to create a full-movement interchange, which could include retention of the existing eastbound off-ramp to Kennedy Street, reconstruction of the westbound on and off-ramps at 23rd Avenue, and a new eastbound on-ramp at 23rd Avenue and the Embarcadero. Traffic circulating between Alameda's Park Street Bridge and I-880 would utilize 23rd Avenue and Kennedy Street, providing more direct access and reducing regional traffic on adjacent local streets, including 29th Avenue.



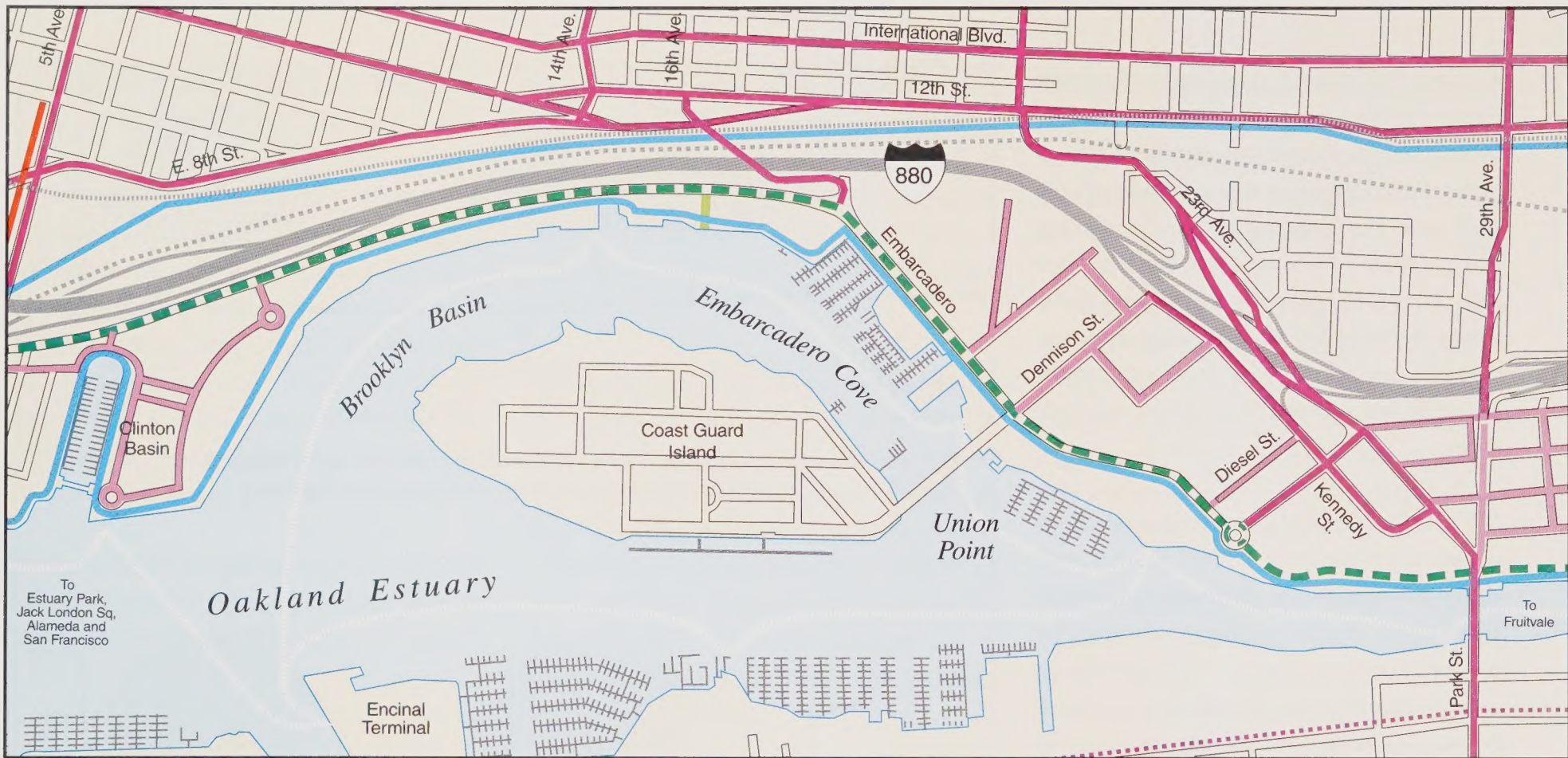
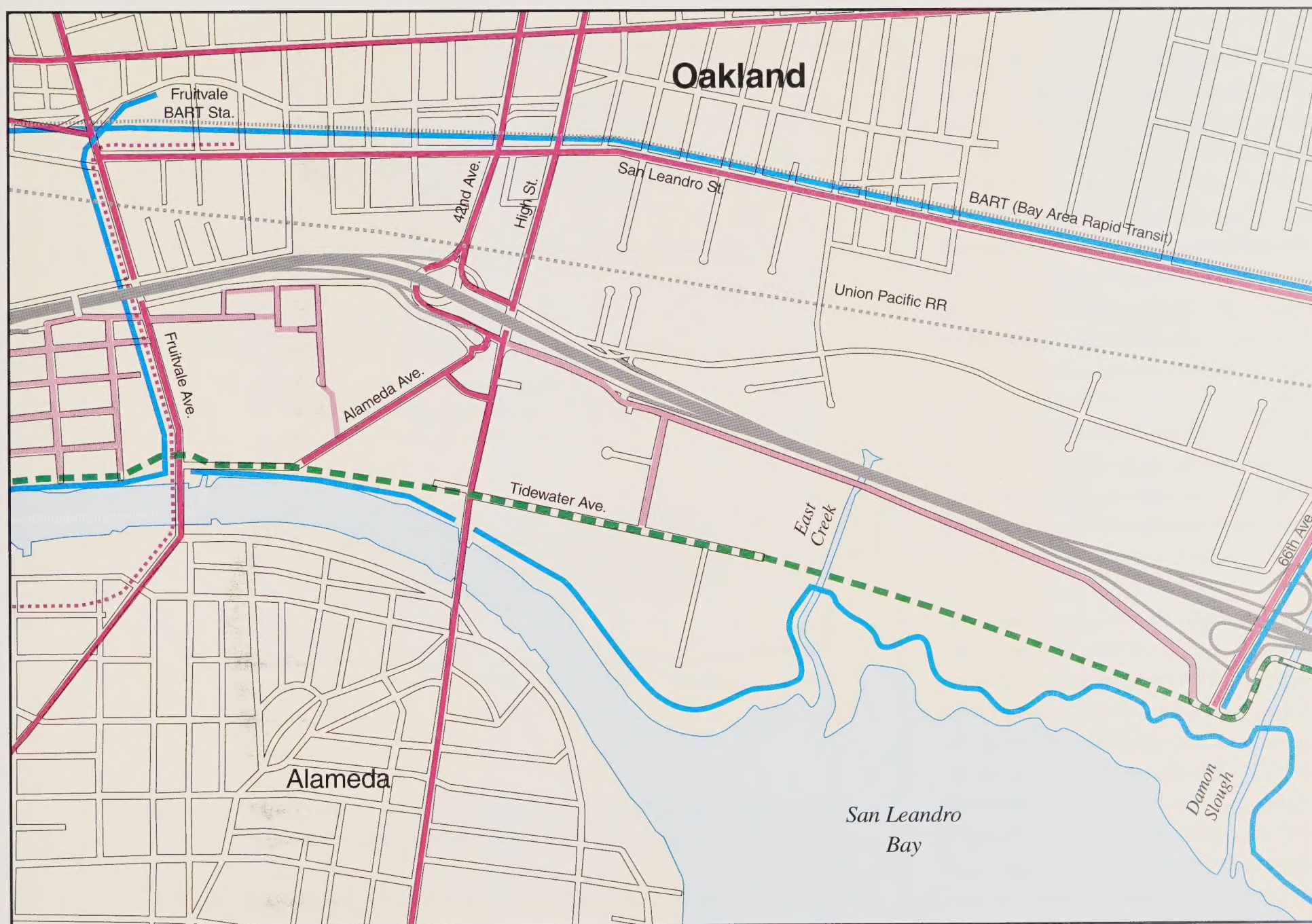


FIGURE III-19: **San Antonio/Fruitvale District Illustrative Circulation Plan**

0 500 1000 1500 2000 feet

- | | | | |
|---|------------------------------|---|--|
|  | Interstate Highways/Freeways |  | BART – Bay Area Rapid Transit |
|  | Arterial Roadways |  | Waterborne Transit (Ferry, Water Taxi) |
|  | Estuary Parkway |  | Passenger/Freight Rail |
|  | Local Streets |  | Light Rail |
|  | Class I Bikeways/Pathways |  | Class II Bikeways/Pathways |
| | |  | Class III Bikeways/Pathways |

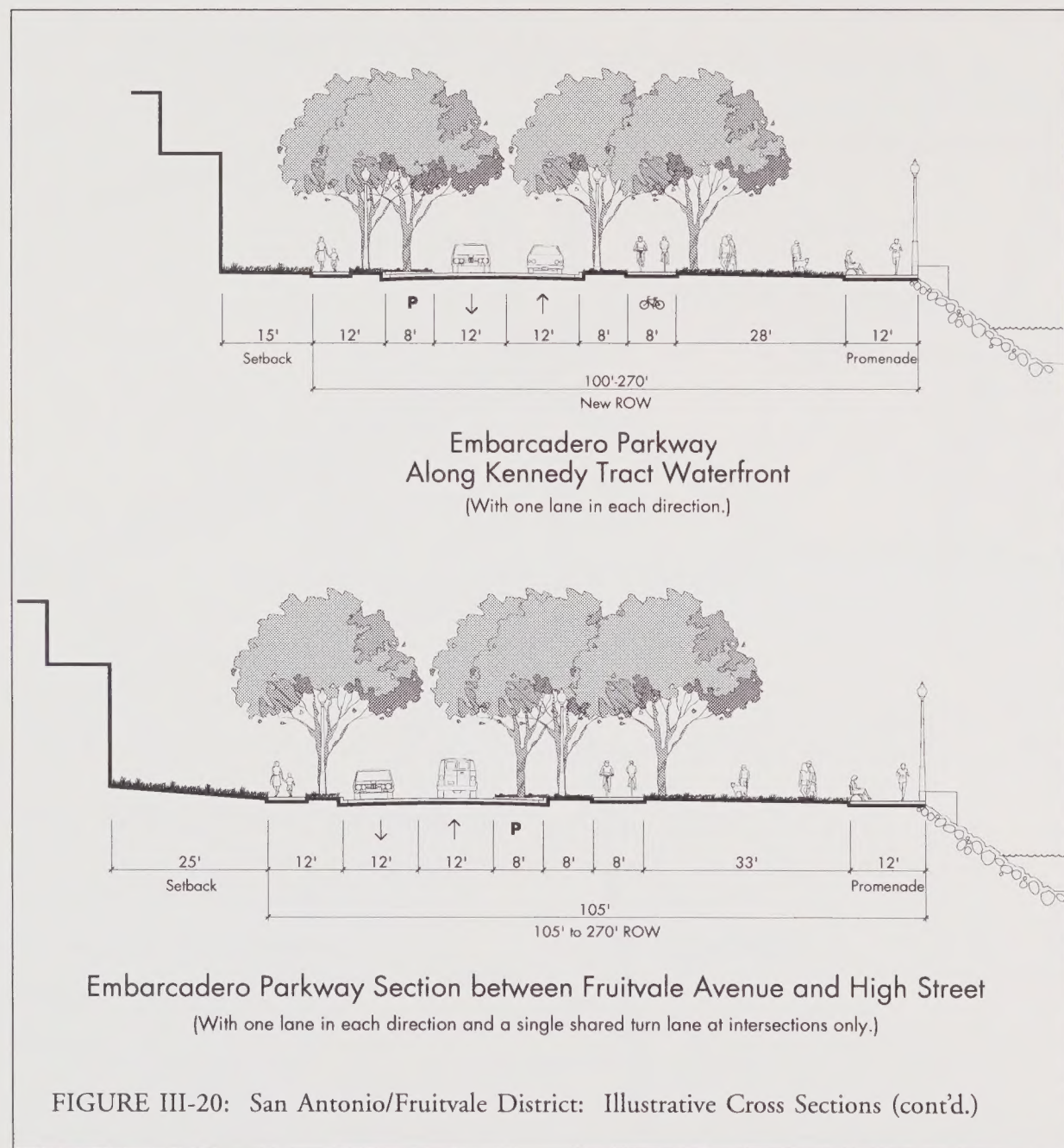


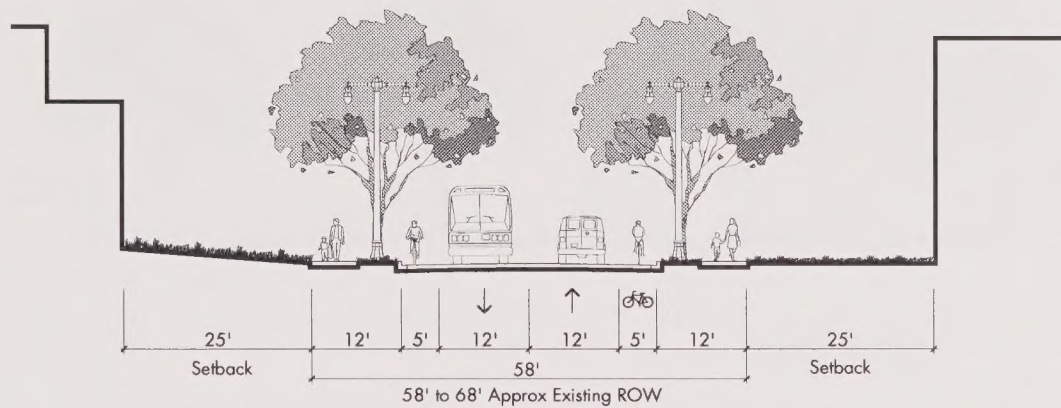


SAF-10.2: *If feasible, construct an urban diamond interchange at 42nd Avenue, with frontage road connections to Fruitvale.* In order to provide efficient regional circulation to the freeway from Oakland and Alameda, a diamond interchange should be investigated at 42nd Avenue, connected by frontage roads parallel with the freeway corridor to Fruitvale Avenue. The existing ramps at Fruitvale Avenue and at High Street should be replaced with these improvements.

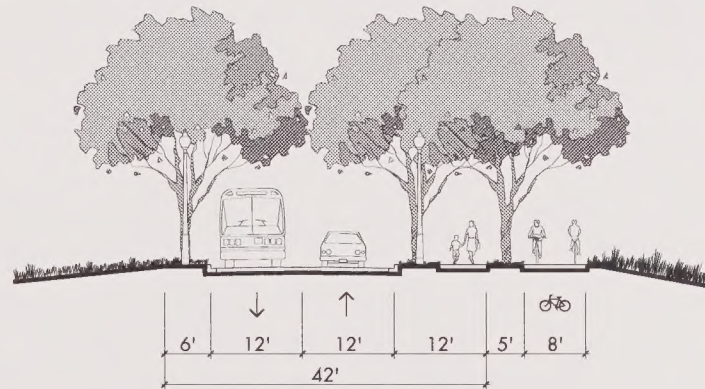
High Street south of I-880 should be realigned to connect directly to the 42nd Avenue interchange, with the segment north of the freeway serving as a local roadway connection to the waterfront area.

SAF-10.3: *Enhance 29th Avenue as a local connecting street.* With regional traffic between the Park Avenue Bridge and the I-880 freeway diverted to the Kennedy and 23rd Avenue corridors, 29th Avenue should be converted to a local street connecting the San Antonio, Fruitvale, Jingletown and Kennedy Tract neighborhoods. The street should be improved to provide enhanced bicycle and pedestrian access across the freeway.





Embarcadero Parkway
Between High Street and East Creek
 (With one lane in each direction.)



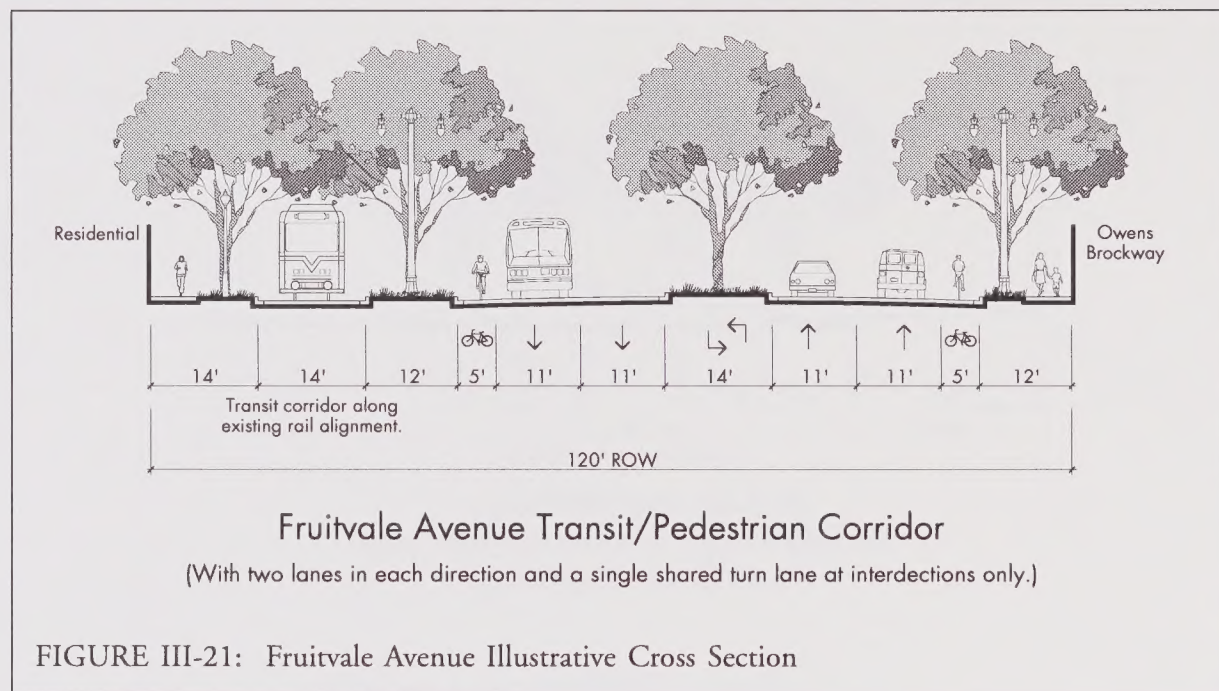
Embarcadero Parkway
Along MLK Jr Regional Shoreline
 (With one lane in each direction.)

SAF-10.4: Improve the Fruitvale Avenue corridor as a pedestrian and transit link between the waterfront and the BART transit village. As industries that require rail spur access relocate or convert entirely to trucking, the existing rail corridor along Fruitvale Avenue can be converted to provide stronger pedestrian, transit or bicycle links between the planned BART transit village at the Fruitvale station and the waterfront. In addition, the existing rail bridge parallel with the Fruitvale Avenue Bridge to Alameda should be investigated for transit and pedestrian/bicycle use.

The Fruitvale Avenue corridor should be improved to accommodate and enhance pedestrian circulation along both sides of the street. Class II bicycle lanes should be provided along Fruitvale Ave. to the waterfront and BART. The potential of rail transit service connecting Alameda and the Estuary with BART service should also be considered.

SAF-10.5: Enhance High Street as a local connecting street. With regional traffic diverted to 42nd Avenue north of I-880, High Street should be enhanced with improved pedestrian and bicycle facilities. As part of

redevelopment of the area south of I-880, pedestrian and bicycle facilities should also be extended along High Street to the shoreline trail and bridge to Alameda.



IV Moving Forward

Steps Toward Implementing the Estuary Policy Plan

The Estuary Policy Plan establishes the context, vision, goals, objectives and policies that will guide the transformation of the waterfront:

- It presents the history of the Estuary area and its relationship to the City, providing a context for future changes.
- It identifies issues to be addressed and opportunities to improve the Estuary's attractiveness and public use.
- It provides policy direction for the Estuary as a whole, and subdistricts in particular. Included are recommendations to change the physical appearance of the Estuary, and enhance it as a community asset.

However, implementing this plan's vision is a complex challenge. It will take a long time, and demand significant and constant commitments of effort and involvement. It requires coordinated initiatives by many public agencies, interest groups, the private sector, and individual citizens. And, in addition to commitments of interest and time, realizing the ideas presented in the plan will also require the dedication of extraordinary amounts of financial and other resources, phased over many years.

In shifting focus from planning to implementation, it is important to reaffirm a basic premise about the Estuary. Preparation of this plan was based on a recognition that the Oakland Estuary is one of Oakland's -- and the region's -- most important resources. Successful implementation also depends on a

broad awareness of this fact. The major products of this planning process are not only planning documents and projects. Rather it is a community-wide "Estuary Consciousness"; a dedication to work together to achieve the great potential of the waterfront.

Guided by this philosophy, a strategy for implementation requires that several initial steps be undertaken immediately. These include the following initiatives:

- ❑ To begin with, the plan should be sanctioned by the key decision-making bodies which have the responsibility to oversee the waterfront. Specifically, the City Planning Commission, City Council, and Board of Port Commissioners should review and approve (as appropriate) the Estuary

Policy Plan and other supporting documents as they are developed.

- ❑ Coordinated staff follow-through is very important. Specific priorities, identification of immediate and catalyst projects, development strategies, programs, funding, institutional arrangements, and other means of implementing recommendations should be identified, assessed, documented, and undertaken.
- ❑ Appropriate regulatory controls which reflect the recommended land use patterns and development intensities should be established and enforced. In addition, the overall quality of design should be promoted via specific project review procedures.
- ❑ The implications of this plan on private property rights should be clarified.

POLICY MF-1: ADOPT THE ESTUARY POLICY PLAN INTO THE OAKLAND GENERAL PLAN.

The update of the General Plan's Land Use and Transportation Element (March 1998) was prepared and adopted while the Estuary Plan was underway. Anticipating completion of the Estuary Plan, the General Plan recommends (in Objective W-8) that the city...*"Provide (for) a comprehensive planning framework... (for the mixed use waterfront area). In addition to...(General Plan) objectives and policies, the Estuary Plan, which will be adopted as part of the General Plan, will provide additional detail..."*

The Estuary Policy Plan achieves this objective. The Oakland Planning Commission and City Council should take steps to formally incorporate it as an element of the General Plan.

POLICY MF-2: DEVELOP A COMPANION DOCUMENT TO THE ESTUARY POLICY PLAN, TO BE CALLED THE ESTUARY PLAN IMPLEMENTATION GUIDE.

The Estuary Plan Implementation Guide should be developed and used as a resource by Port and City decision-makers, as well as the public, in initiating and evaluating waterfront-related projects or programs. The Implemen-

tation Guide should be a compendium of specific recommendations, ideas, strategies, standards, City/Port organizational relationships, funding, financing, and other implementation techniques which can be used to carry out the policies of the Estuary Policy Plan.

As opportunities to implement waterfront projects present themselves, the Implementation Guide should be used to clarify Estuary Policy Plan recommendations and establish basic direction for decisions and actions. It should be used by Port and City staff and decision-makers as the basis for initiating and evaluating waterfront projects.

Work programs for critical initiatives should be established, project managers should be identified, and commitments by agencies and stakeholders should be identified and documented in the Implementation Guide. The Implementation Guide should also be used to evaluate development projects proposed by other public agencies and the private sector. Therefore, it should assess and document appropriate design guidelines suggested by the Estuary Policy Plan. The guidelines should also form the basis of enforceable regulatory controls, to be drafted

and enforced by the City and/or the Port within their respective jurisdictions. (See Policy MF-3).

Implementation of significant project initiatives such as those identified in the Estuary Policy Plan typically take time, and undergo several twists and turns over their lifetimes. For that reason, the Implementation Guide should not be a static document that presents a single way of implementing initiatives. Rather, it should be a ‘working document’, updated on a regular basis, to reflect unforeseen opportunities or constraints to implementing projects. Specific recommendations should be continually assessed and periodically re-evaluated, based on current market conditions, economic feasibility, site-specific physical characteristics, funding options, etc.

POLICY MF-3: ADOPT AND ENFORCE DEVELOPMENT REGULATIONS WHICH REFLECT THE LAND USE POLICIES ESTABLISHED BY THE ESTUARY POLICY PLAN.

Eighteen unique land use classifications are recommended by the Estuary Policy Plan. They should form the basis of future

regulatory controls to be enforced to insure project consistency with the Estuary Policy Plan (and ultimately, with the General Plan.)

The new classifications should supersede the single “Waterfront Mixed Use” classification currently in the Land Use and Transportation Element of the General Plan. They should also be incorporated into city zoning regulations and Port development controls.

Each classification is unique in terms of land uses, desired character, relationship with the waterfront, and ability to achieve the goals and objectives of the Estuary Policy Plan. (See Land Use Classification Map and Summary Matrix, pages 132-135)

The intensity and density standards should be considered as maximums. For residential uses, the density maximums are not entitlements that apply to every property within a given classification. Similarly, for non-residential uses, the floor-area-ratios (FARs) are overall maximums; not entitlements that apply to every property within a given classification. Because there are not specific parcels or definite lot-line delineations, FARs in the Port area should be applied on an area-wide basis, while

in the City area and privately-owned parcels within the Port area, they should be applied by parcel.

Ultimate densities of specific projects should consider many factors beyond these maximums, including the context of each individual district, neighborhood character, zoning regulations, parking, open space, height limits, and all relevant policies of the General Plan.

The Port and the City have separate powers for regulating land uses within their respective jurisdictions. The City should amend its zoning codes, and the Port should amend or otherwise establish development standards and restrictions that reflect these classifications. Furthermore, the two agencies should enforce their respective controls in a consistent manner, to insure that a uniform approach to development is achieved.

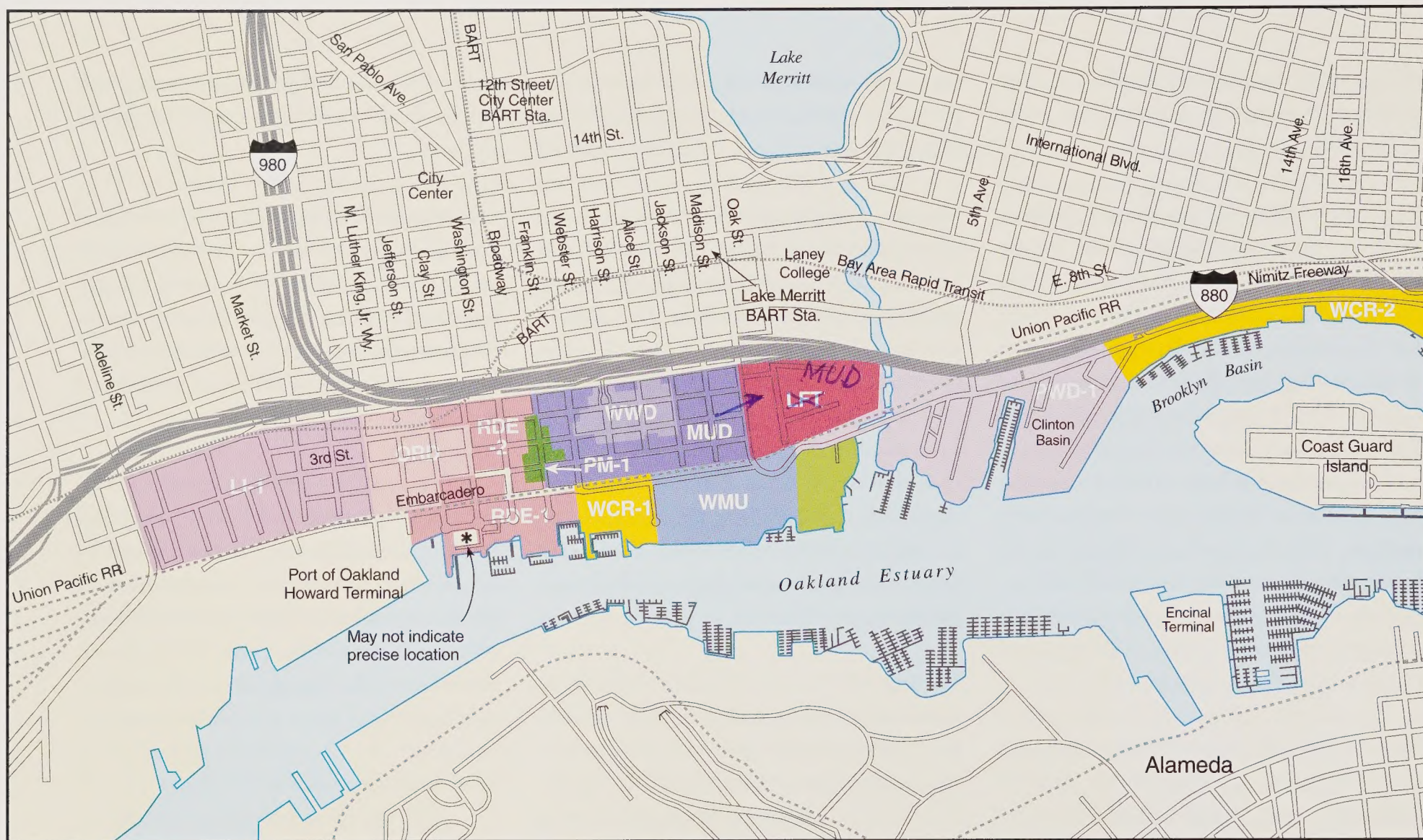
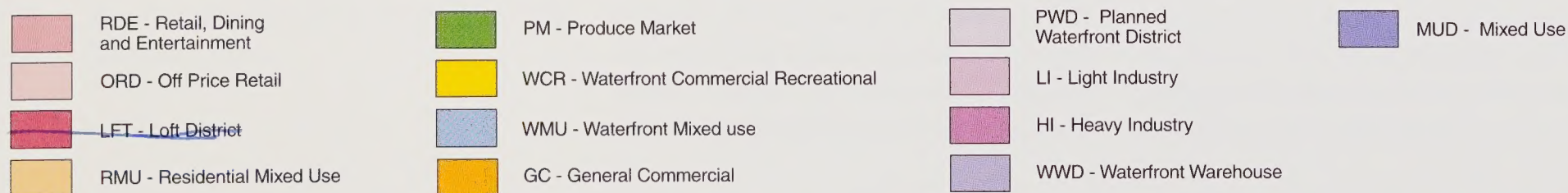
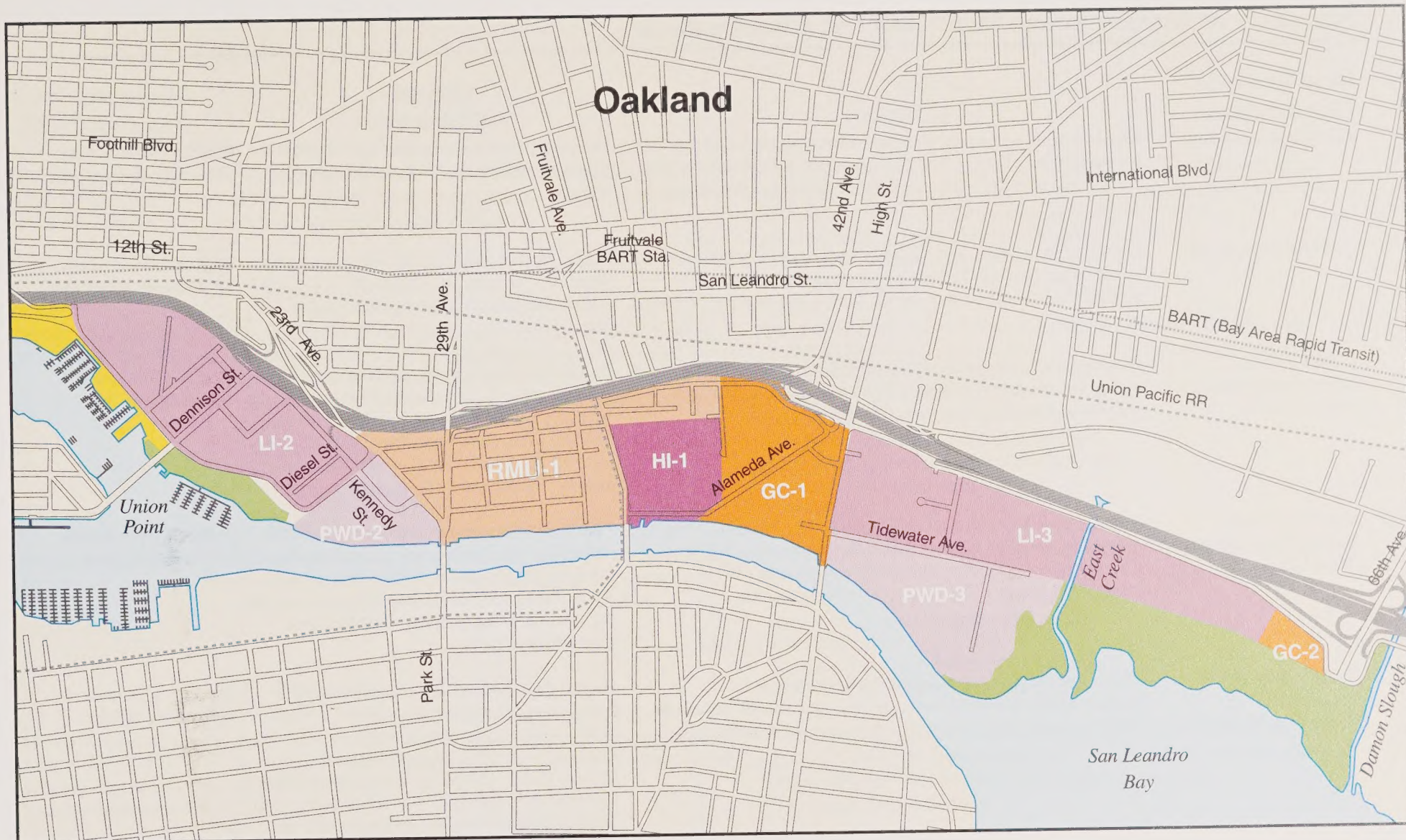


FIGURE IV-1: **Land Use Classifications**





Summary of Estuary Policy Plan Land Use Classifications

Land Use Classification	Intent	Desired Character	Maximum Intensity
LI-1: Light Industrial	Maintain light industrial and manufacturing uses that provide support to the adjacent maritime area and downtown, but are compatible with the adjacent West Oakland neighborhood.	Future development in this area should be primarily industrial and manufacturing in nature.	FAR of 2.0 per parcel. 30 units per gross acre.
ORD: Off Price Retail	Promote the expansion of off-price and home improvement retail stores that can further establish this area a retail destination complementary to the Jack London waterfront and downtown.	Future development in this area should be primarily commercial, with retail, restaurant, other public-oriented active uses.	FAR of 2.0 per parcel. 30 units per gross acre.
RD&E-1: Retail, Dining, Entertainment (Phase 1: JLS)	Intensity and enhance public-oriented uses and activities that strengthen the attractiveness of the area as an active and pedestrian-friendly waterfront destination.	Future development in this area should be primarily retail, restaurant, entertainment, marina support, cultural, hotel, upper level offices, parks, and open space with active uses on the ground level of principle streets. Water uses also included.	Average FAR over entire area of 3.5.
RD&E-2: Retail, Dining, Entertainment (Broadway)	Enhance and intensify Lower Broadway as an active pedestrian-oriented entertainment district that can help to create stronger activity and pedestrian linkages with downtown Oakland, Old Oakland, and Chinatown.	Future development in this area should be primarily retail, restaurant, entertainment, hotel, upper level office, cultural, parks, public open space, and any other use that is complementary to active public-oriented ground-level uses.	FAR of 7.0 per parcel. 125 units per gross acre.
WCR-1: Waterfront Commercial Recreation (Phase II)	Extend public-oriented waterfront activities west from Webster Street to Alice Street, in conjunction with enhanced public access, open space, and recreational opportunities.	Future development in this area should be primarily retail, restaurant, cultural, office, hotel, commercial-recreational, conference, exhibition, performances, shows, parks, and public open spaces, and recreational opportunities with active public-oriented uses on ground floors on streets and adjacent to open space areas. Water uses also included.	Average FAR over entire area of 3.0.

Definition of Terms:

Intent: the purpose of the classification

Desired Character of the Area: a broad description of the character, types of uses, and activities that are desired in areas designated with the classification. This is descriptive and not an exclusive definition of use or activity.

Intensity: the maximum intensity of building form, or density in terms of housing units per gross acre. Gross acreage includes all land in the neighborhood, including streets and parks. To calculate permitted density on any given lot, refer to the Ordinance No.12054 C.M.S.: *Guidelines for Determining General Plan Conformity 100-31.*

Land Use Classification	Intent	Desired Character	Maximum Intensity
PM: Produce Market (Franklin Street b/w 2 nd & 4 th Streets)	Retain the historic architectural character and integrity of the Produce Market District, and promote uses that maintain the viability, life, and activity of the area.	Future development in this area should be primarily wholesale food, retail, restaurants, office, work/live lofts, cultural, outdoor markets, parks, and public open spaces and light industrial, warehousing, and other uses that are complementary.	FAR of 1.0 per parcel. 30 units per gross acre.
WWD: Waterfront Warehouse District	Encourage the preservation and adaptive reuse of existing buildings and new infill development that preserve and respect the area's unique character and historic flavor, within a context of commercial and light industrial/manufacturing uses.	Future development in this area should be primarily joint living and working quarters, residential, light industrial, warehousing, wholesale, office, artist/artisans studios, neighborhood serving commercial uses, including local small scale restaurants with manufacturing, assembly, and other uses that are compatible with adjacent uses.	FAR of 5.0 per parcel 100 units per gross acre
MUD: Mixed Use District	Encourage the development of nontraditional higher density housing (work/live, lofts, artist studios) within a context of commercial and light industrial/manufacturing uses.	Future development in this area should be primarily light industrial, warehousing, wholesale, retail, restaurant, office, residential, work/live, lofts units, parks, and public open spaces with manufacturing, assembly, and other uses that are compatible with adjacent uses.	FAR of 5.0 per parcel. 125 units per gross acre.
WMU: Waterfront Mixed Use (Site B, Lincoln Properties, KTVU, Portobello)	Allow for a mixture of uses that complement the waterfront setting, and maintains and enhances views and public access to the waterfront.	Future development in this area should be primarily residential, office, retail, and restaurants, parks, and public open spaces. Water uses also included.	FAR of 2.0 per parcel. 40 units per gross acre.

Definition of Terms:

Intent: the purpose of the classification

Desired Character of the Area: a broad description of the character, types of uses, and activities that are desired in areas designated with the classification. This is descriptive and not an exclusive definition of use or activity.

Intensity: the maximum intensity of building form, or density in terms of housing units per gross acre. Gross acreage includes all land in the neighborhood, including streets and parks. To calculate permitted density on any given lot, refer to the Ordinance No.12054 C.M.S.: *Guidelines for Determining General Plan Conformity 100-31*.

Land Use Classification	Intent	Desired Character	Maximum Intensity
PWD-1: Planned Waterfront Development (Estuary Park to 9 th Ave)	Provide for the transformation of maritime and marine industrial uses into a public-oriented waterfront district that encourages significant public access and open space opportunities. Encourage a unique mix of light industrial, manufacturing, artist lofts and workshops, hotel, commercial-recreation, cultural uses, and water-oriented uses that complement the recreational and open space character of the waterfront.	Future development in this area should be primarily public recreational uses including boating clubs, community and cultural uses, parks, and public open spaces; with primary uses including light industrial, manufacturing, assembly, artist workshops, cultural, work/live studios, offices, neighborhood commercial, and restaurants; and including hotel, conference, restaurant, commercial-recreational, and cultural. Water uses also included.	FAR of 1.0 and 30 units per gross acre for privately owned parcels. Average FAR over entire area of 1.0. Average 30 units per gross acre.
WCR-2: Waterfront Commercial Recreation (Embarcadero Cove/Union Point)	Encourage a mix of hotel, commercial-recreational and water-oriented uses that complement the recreational and open space character of the waterfront, enhance public access, and take advantage of highway visibility.	Future development in this area should be primarily hotel, restaurant, retail, marine services and boat repair, boat sales, upper level office, parks, and public open spaces with water uses.	Average FAR over entire area of 1.0.
LI-2: Light Industrial (Brooklyn Basin)	Maintain light industrial, food processing and manufacturing uses, allowing a limited amount of office, residential, institutional or commercial uses.	Future development in this area should be primarily light industrial, food processing, wholesale, distribution, work/live, residential, parks, and public open spaces.	FAR of 2.0 per parcel. 30 units per gross acre.
PWD-2: Planned Waterfront Development (Con-Agra/Lone Star/Ready Mix)	Provide for the continuation of existing industrial uses, allowing for their future transition to a higher density mix of urban uses if the existing uses prove to be no longer viable in this area.	Future development in this area should be primarily industrial, manufacturing in nature, and other uses that support the existing industrial uses.	FAR of 2.0 per parcel. 40 units per gross acre.

Definition of Terms:

Intent: the purpose of the classification

Desired Character of the Area: a broad description of the character, types of uses, and activities that are desired in areas designated with the classification. This is descriptive and not an exclusive definition of use or activity.

Intensity: the maximum intensity of building form, or density in terms of housing units per gross acre. Gross acreage includes all land in the neighborhood, including streets and parks. To calculate permitted density on any given lot, refer to the Ordinance No.12054 C.M.S.: *Guidelines for Determining General Plan Conformity 100-31*.

Land Use Classification	Intent	Desired Character	Maximum Intensity
RMU: Residential Mixed Use (Kennedy Tract Waterfront)	Enhance and strengthen the viability and attractiveness of the Kennedy Tract as a mixed-use residential neighborhood of low to medium-density housing within a fine-grained fabric of commercial and light industrial uses.	Future development in this area should be primarily residential, work/live, light industrial, neighborhood-serving retail, offices, public parks, and open spaces.	FAR of 1.0 per parcel. 40 units per gross acre.
HI: Heavy Industrial (Owens-Brockway)	Retain the existing glass recycling and manufacturing functions within this area, and promote an enhanced relationship with the adjoining Kennedy Tract neighborhood, Fruitvale Avenue, and the waterfront.	Future development in this area should be primarily heavy industrial uses.	FAR of 0.75 per parcel.
GC-1: General Commercial (42 nd /High Street/ Super K-Mart)	Provide for the expansion of regional-serving retail and commercial uses that can benefit from freeway accessibility.	Future development in this area should be primarily retail, office, general commercial, hotel, light industrial, parks, and public open spaces.	FAR of 1.0 per parcel.
LI-3: Light Industrial (East of High Street/ North of Tidewater)	Maintain light industrial, wholesale/retail, manufacturing, and public utility uses while providing for enhancement of the waterfront environment.	Future development in this area should be primarily industrial, manufacturing, commercial, and a variety of other uses.	FAR of 0.5 per parcel.
PWD-3: Planned Waterfront District (East of High Street/ South of Tidewater)	Provide for the continuation of existing industrial uses on properties south of Tidewater Avenue, allowing for their transition to light industrial, research and development, and office uses in a waterfront business park setting.	Future development in this area should be primarily industrial, manufacturing, commercial, office, research and development, public parks, and open spaces.	FAR of 0.5 per parcel.
GC-2: General Commercial (from Oakport site to 66 th Ave)	Provide for commercial or light industrial uses that sensitive to the area's proximity to the Martin Luther King Jr. Shoreline Park, the I-880, 66 th Avenue, sports field, and adjacent industrial facilities.	Future development should be primarily light industrial, commercial, public utilities, park, or open space.	FAR of 1.0 per parcel.

Definition of Terms:

Intent: the purpose of the classification

Desired Character of the Area: a broad description of the character, types of uses, and activities that are desired in areas designated with the classification. This is descriptive and not an exclusive definition of use or activity.

Intensity: the maximum intensity of building form, or density in terms of housing units per gross acre. Gross acreage includes all land in the neighborhood, including streets and parks. To calculate permitted density on any given lot, refer to the Ordinance No.12054 C.M.S.: *Guidelines for Determining General Plan Conformity 100-31*.

POLICY MF-4: CREATE A JOINT CITY-PORT PROCESS FOR PROJECT DEVELOPMENT, REVIEW AND APPROVAL, WITH A SUITABLE FORUM FOR PUBLIC INPUT, TO PROMOTE HIGH QUALITY PROJECTS WITHIN THE PORT AREA (EXCEPT FOR SEAPORT AND AIRPORT PROJECTS) TO INSURE CONSISTENT, COMPLEMENTARY ACHIEVEMENT OF OBJECTIVES BETWEEN THE CITY AND THE PORT, WITHIN 90 DAYS OF APPROVAL OF THE ESTUARY POLICY PLAN. FAILURE TO COMPLY WITH THE FOREGOING SHALL RESULT IN ALL PROJECTS FOLLOWING THE CITY OF OAKLAND'S STANDARD DEVELOPMENT APPROVAL PROCESS.

Neither the City nor the Port can achieve the objectives articulated in the Estuary Policy Plan by working alone. Consistent complimentary achievement of mutual objectives is required. To bridge these objectives and to promote high-quality projects, the two agencies will create a joint process for the review and approval of specific projects. The specifics of this process should be researched and detailed as quickly as possible, so as to give the Estuary area the high priority it deserves, and to avoid project

inefficiencies and incremental planning decisions.

POLICY MF-5: CLARIFY THE IMPLICATIONS OF ADOPTING SPECIFIC MAPS AND TEXT IN THE ESTUARY POLICY PLAN ON PRIVATE PROPERTY RIGHTS.

Several policies, maps and/or text presented in the Estuary Policy Plan make reference to privately-owned land and/or property rights. These policies, goals, objectives, text sections, and/or maps are NOT intended to establish absolute development criteria for specific parcels.

Further, the Estuary Policy Plan is not intended to and does not authorize, direct or mandate the City, Port or any other entity to acquire any specific parcel or property interest.

All policies, objectives, text sections and maps in this document shall be subject to the legal maxim that City and Port policies, regulations, and actions cannot deny an owner economically viable use of his or her property, and that such policies, goals, objectives, regulations, and actions cannot cloud private property titles or interests. Therefore, all policies, goals, objectives, text sections, and actions recommended by the Estuary Policy

Plan shall be interpreted to allow each property owner and each individual or entity holding a protected property interest an economically viable use for each parcel or property interest held by that property owner, individual, or entity.

The policies, goals, objectives, text, and maps of the Estuary Policy Plan, where they relate to private property or private property rights, are not intended to, and shall not be interpreted as extinguishing or otherwise changing any existing property right or interest. In particular, Estuary Policy Plan maps, including but not limited to maps relating to public access, public parks, public promenades, public streets and other public places, shall be considered only illustrative. Actual locations of such facilities shall be determined at a later date through a public process.

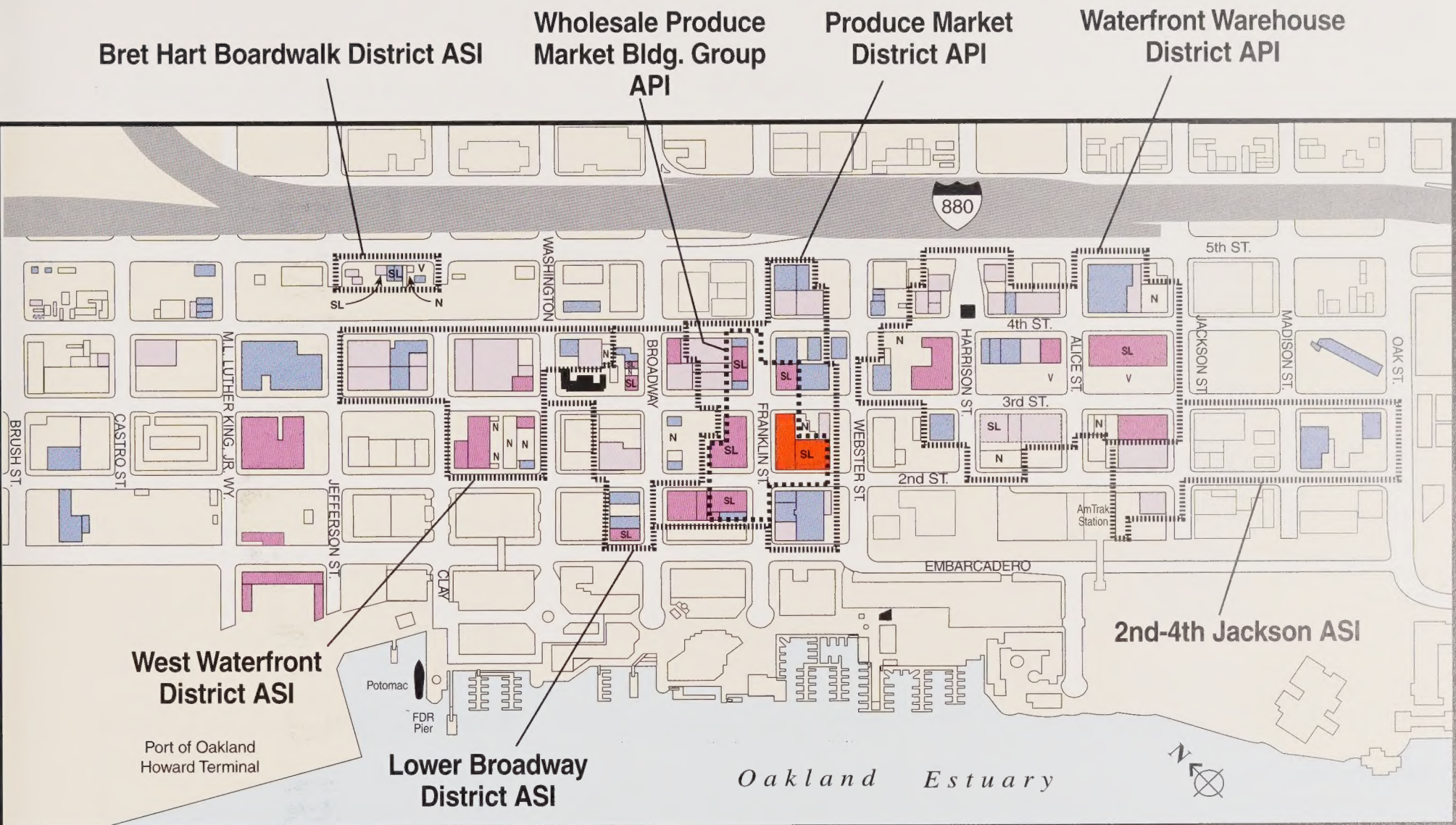
The Estuary Policy Plan is not intended to and shall not be interpreted as creating any property right for the Port, City, or the public that is greater than those rights existing prior to the adoption of this Plan.

The policies, goals, and objectives included in the Plan are intended to be implemented over time. It is assumed that lawfully existing land uses will continue. The Estuary Policy Plan does not require, nor does it specifically endorse, any property acquisition method or ac-

tion, including but not limited to, amortization, dedication, eminent domain, friendly purchase or gift, that will extinguish or diminish existing private property rights or interests.

In addition, the Estuary Policy Plan shall not prohibit the City or Port from accepting and processing development applications, including but not limited to General Plan amendments.

A Appendix



APPENDIX-A: Jack London District Potential Designated Historic Properties & Districts

	National Historic Landmark		Secondary importance	SL	Preservation Study List		Potential Historic District
	Highest importance		Minor importance	N	Noncontributor		Building group/complex
	Major importance			V	Vacant		

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Glen Jarvis
Vincent B. Reyes
Frazier M. Scurry-Scott
* Anthony Pegram
* C. Peter Smith
* Phillip H. Tagami

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Leslie M. Gould, *Acting Chief of Planning*

Katrina A. Koh
Andrew Thomas
Ralph Wheeler
Renee Dowlin (reprinting)

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Oakland Sharing the Vision

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Toya Ash
* Deborah Kirtman

PORT OF OAKLAND

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Frank Kiang
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Kathy Neal
Becky L. Taylor
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* Celso Ortiz
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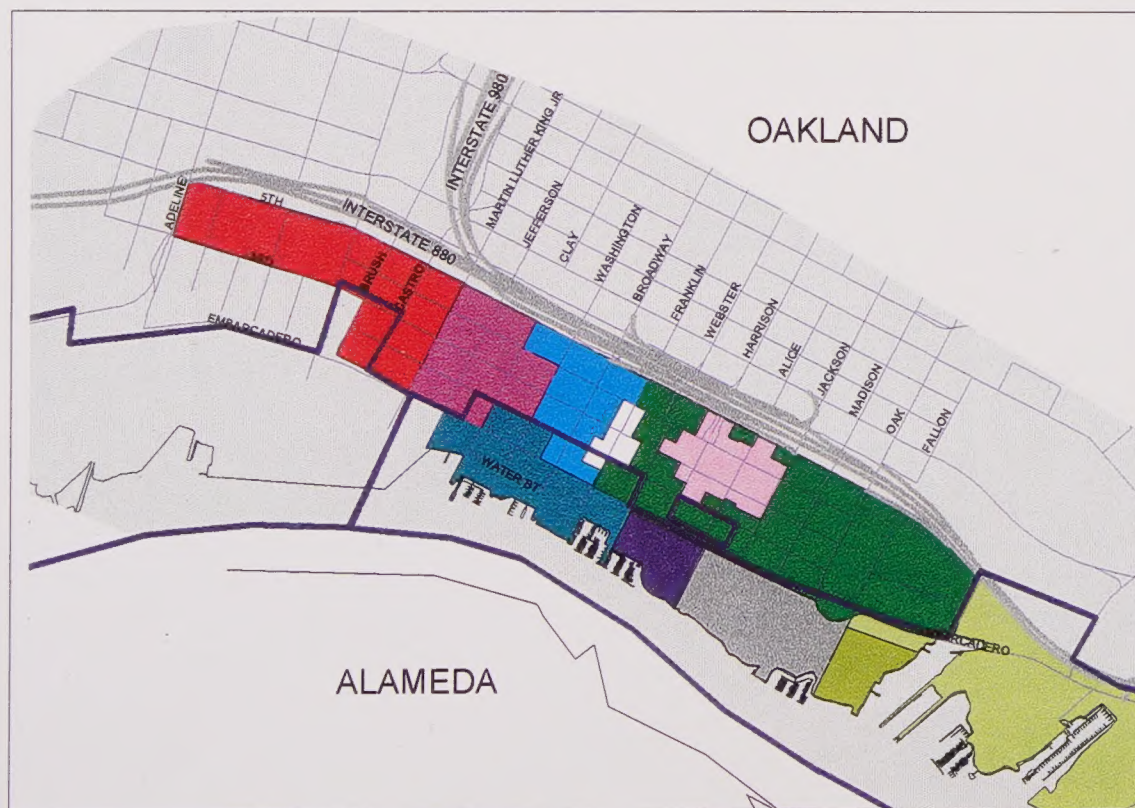
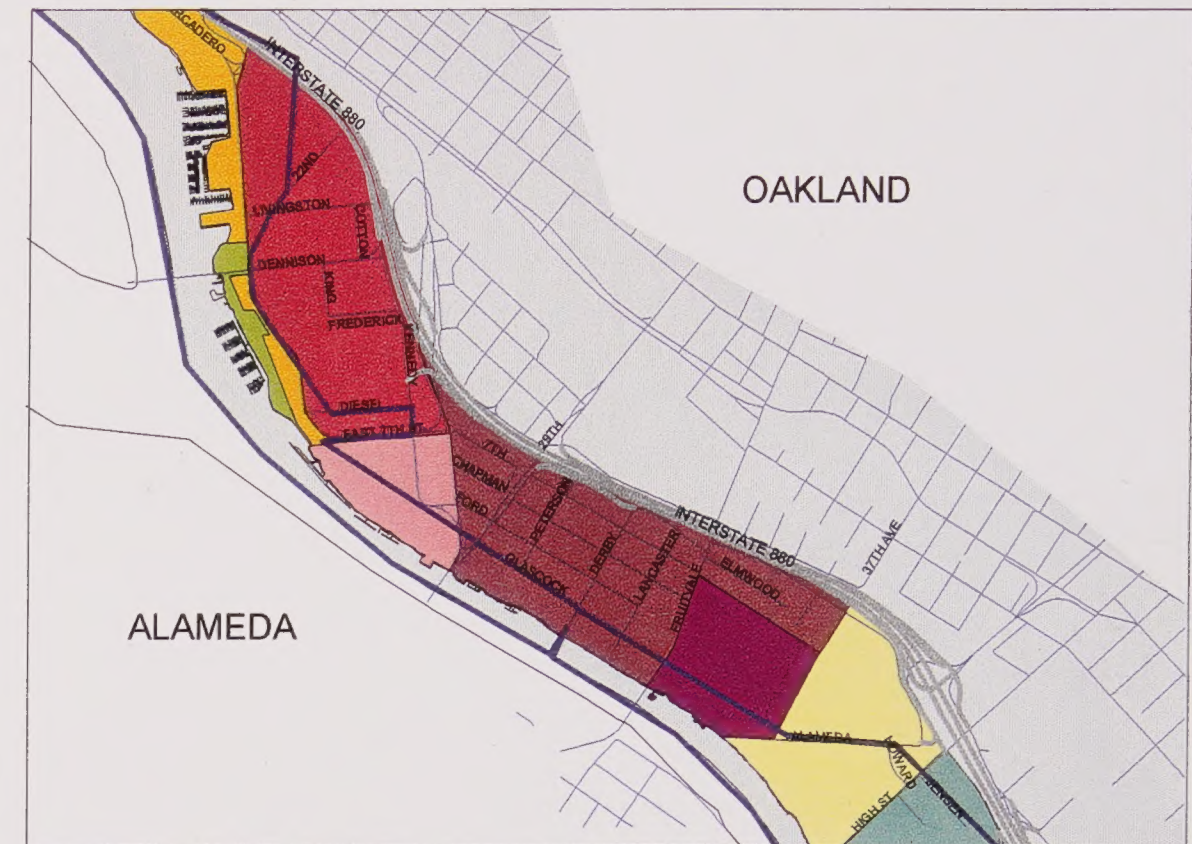
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Omar R. Benjamin
Director, Commercial Real Estate Division
John Glover
Director, Strategic & Policy Planning

Richard J. Wiederhorn, *Planning Manager*
Barbara M. Szudy
Steve Hanson
Anne Henny
Vivian O'Neal
Ross Turner

* Former Officials/Staff

Estuary Land Use Map



LAND USE CLASSIFICATIONS

- Port Boundary
- I 880 FREEWAY
- LOCAL STREETS
- RESIDENTIAL MIXED USE
- GENERAL COMMERCIAL 1
- GENERAL COMMERCIAL 2
- WATERFRONT COMMERCIAL RECREATION 1
- WATERFRONT COMMERCIAL RECREATION 2
- RETAIL DINING ENTERTAINMENT 1
- RETAIL DINING ENTERTAINMENT 2
- PLANNED WATERFRONT DEVELOPMENT 1
- PLANNED WATERFRONT DEVELOPMENT 2
- PLANNED WATERFRONT DEVELOPMENT 3
- OFF-PRICE RETAIL DISTRICT
- MIXED USE DISTRICT
- WATERFRONT MIXED USE
- LIGHT INDUSTRY 1
- LIGHT INDUSTRY 2
- LIGHT INDUSTRY 3
- PRODUCE MARKET
- WATERFRONT WAREHOUSE DISTRICT
- HEAVY INDUSTRY
- PARKS
- CITY LIMITS

0 1 2 3 4 Miles



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